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ABSTRACT

An institute on the utilization of personnel in libraries was conducted by the Florida State University School of Library Science in October, 1969. Papers presented are grouped into the following three broad categories: (1) changing attitudes toward personnel administration, (2) procedures for selecting middle management and (3) ways and means of developing effective leadership. The premise is that shortages in library personnel at all levels, but especially in the middle management positions, and inefficient use of personnel have kept libraries from providing the best possible services to individuals and communities. This publication is directed to professional librarians with management experience and administrative responsibilities for developing personnel to show them how to better use their staffs to improve the library. The papers presented include: (1) Leadership, (2) Democratic Administration and Morale, (3) Communications, (4) Policy of Selection, (5) Selection Devices, (6) Civil Service, (7) Opportunities for Growth, (8) Decision Making and the Delegation of Authority, (9) The Management Team, (10) Inservice Training: A Panel Discussion and (11) A Model Plan for Utilization of Personnel. (SG)

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PERSONNEL UTILIZATION IN LIBRARIES

Selected Papers

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TABLE OF CONTENTS

INTRODUCTION
Ruth H. Rockwood i

LEADERSHIP
Grace Slocum 1

DEMOCRATIC ADMINISTRATION AND MORALE
Herbert Goldhor 6

COMMUNICATIONS
Andrew Geddes 18

POLICY OF SELECTION
Mary Gallagher 28

SELECTION DEVICES
Charles D. Phillips 35

CIVIL SERVICE
Herman Greenberg 48

OPPORTUNITIES FOR GROWTH
Lillian Bradshaw 59

DECISION MAKING AND THE DELEGATION OF AUTHORITY
Ronald Foster 71

THE MANAGEMENT TEAM
Elizabeth Bassett 78

INSERVICE TRAINING: A PANEL DISCUSSION
Elizabeth Bassett
Lillian Bradshaw
Ronald Foster 87

A MODEL PLAN FOR UTILIZATION OF PERSONNEL
Conley Kennison 92

REACTOR PANEL TO THE MODEL PLAN
Edward Sintz
Royal Mattice
Odell Waldby 100

INTRODUCTION

As our nation has grown in size and sophistication, the demands on our nation's libraries have increased in number and complexity. At the same time, the numbers of trained, professional librarians needed to handle these increased demands have not multiplied at the same rate. Shortages of librarians exist at all levels; in beginning positions, in middle management positions, and in top management positions. The shortages are most acute, however, in the middle management positions. Accredited library schools, in their master's degree programs, are educating candidates for beginning positions in libraries and, in their doctor's degree program, are educating candidates for top management positions in libraries. Programs designed specifically for the education of candidates for middle management positions in libraries, however, are not currently available. In addition, present professional personnel have not always been utilized in the most effective way possible. So shortages of professionals plus frequent failure to use existing personnel effectively have resulted in libraries falling short of their potentials for education and service to individuals and to communities.

As one step toward remedying this situation, an institute on the utilization of personnel in libraries was conducted at the School of Library Science, Florida State University, in the fall of 1969. It was made possible by a grant from the U. S. Office of Education, Title II-B, Higher Education Act of 1965, P. L. 89-329, as amended, and offered to professional librarians with management experience and administrative responsibilities for developing personnel. Stress was placed on the development of more individuals at the middle management levels as a means of relieving shortages of personnel, and on better utilization of present personnel as a means of improving library services.

The following papers were presented at this institute, and have been organized under three main topics: (1) changing attitudes toward personnel administration; (2) procedures for selecting middle management, and (3) ways and means of developing effective leadership.

In exploring the changing attitudes toward personnel administration, Grace Slocum spoke on "Leadership" and identified the specific qualities needed by a good leader and described library situations in which leadership responded wisely to the challenge at hand.

Following along on another aspect of changing attitudes toward personnel administration, Herbert Goldhor presented "Democratic Administration and Morale" and clearly showed the great potential for libraries and librarians of shared decisions. He then described three important research studies in social psychology which lend support to this idea.

Andrew Geddes pointed out that communications, an important factor in our changing attitude toward personnel administration, has become more difficult despite the fact that technology has made it less

difficult to communicate. He explained how the complexity of life situations is responsible for both the increased difficulty in communications and the increased need for meaningful communications laterally and vertically.

Three speakers were concerned with the selection of middle management personnel. Mary Gallagher, speaking on "Policy of Selection" explained clearly what procedures to follow to ensure that the best qualified person was selected for a particular position. The "how" of selection was well covered by Charles Phillips in "Selection Devices." The role of civil service in the selection process was ably explained by Herman Greenberg. He treated the terms "civil service systems" and " merit systems" as synonymous and covered advantages and disadvantages of such systems.

It is incumbent upon top management to develop middle management. Lillian Bradshaw, in her paper, "Opportunities for Growth", stressed the responsibility of management to develop each person to his fullest potential and outlined procedures for doing so.

Ronald Foster, who is wholly concerned with employee growth and development and thus well qualified to speak in this area, discussed two important aspects of the development of leadership in his paper, "Decision Making and the Delegation of Authority."

Still another way in which leadership may be developed is by effective use of the management team. Elizabeth Bassett, who has often been a member of such a team, explained its role in developing leadership.

"The Role of Inservice Training in Developing Leadership" was discussed by a panel composed of Elizabeth Bassett, Lillian Bradshaw and Ronald Foster, and moderated by Martha Jane Zachert. Sensitivity training, balanced inservice training and confrontation were some of the topics explored.

The final paper, "A Model Plan for Personnel Utilization in Libraries" was presented by Conley Kennison. In this paper Mr. Kennison identified the responsibilities of management in utilization programs and offered helpful guidelines for setting goals, defining positions and meeting changing conditions.

A reactor panel composed of a librarian, Edward Sintz, a professor of management, Royal Mattice, and a professor of government, Odell Waldby, responded to Mr. Kennison's presentation of a model plan and brought out some additional and important points.

It was not possible to include all the discussions that took place at the institute in this publication. Perhaps, however, these papers we have included will stimulate more consideration of ways in which personnel can be utilized more effectively in libraries.

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LEADERSHIP

The term "leadership" conjures up the image of the late Everett Dirkson, and many, including myself, pale miserably by comparison. I have taken my assignment quite literally, however, and will speak of leadership, or a lack of it, as I see it in relation to personnel utilization in libraries. At the very outset I must say that personnel generally have been woefully underused in the kind of library I know best -- the public library. I think there have been reasons for this, but I can see little reason for continuing on this course. I view an institute such as this one as a step in the right direction toward change. The leadership represented in this room today, if used full force, could have an impact on our profession far beyond what any of us individually would dare to predict; for the time for change is here, and the beginnings of change are evident.

As leadership is my specific topic, I would like to say a word or two about it. Leadership is much like greatness -- some are born with it, some achieve it, and some have it thrust upon them. There are still today born leaders, I am sure, but I think their numbers are lessening, as our society with its complex interworkings and interdependencies does not provide the climate in which a Melvil Dewey, a W. W. Bishop, or even a Joe Wheeler can grow independently and flourish. We are rather living in a time when leadership is being achieved through study and hard work. The age of scientific management is upon us. Those who have leadership thrust upon them are those who find themselves standing in a certain spot at a certain time and are able to respond to the challenge at hand. By whatever route the leader comes there are some characteristics that are usually present if the leadership role is to be sustained. He must possess what I call "forest vision" -- to be able to see the big picture without being lost in the trees. This is where imagination comes into play and long-range objectives are set. In working toward accomplishing these objectives there must be a willingness to take calculated risks without being stopped by the fear of of being wrong. Mistakes are a part of any progressive organization, and one who has never made a mistake can never savor the full measure of success. All leaders must start with the people at hand, and it often takes some time to sharpen up the team around you and to find skillful players to add to the line. This a good leader must do and will do if he is sufficiently at ease with himself not to resist a possible competitor for his own job.

A good leader or administrator must have a constructively

critical attitude toward the status quo. I think it's here that many of us in the library field have fallen down in coming to grips with some of the basic aspects of personnel utilization in our libraries. In the early days of library development in this country, a strong individual usually assembled a staff and put them to work without too much regard for job classification, educational requirements, or conditions of employment. As the need for training became evident, local classes were set up and the first moves were made toward establishing library schools in academic institutions. It was not long before American Library Association standards began to be set and the graduate library school degree became the law of the land. Those who worked hard to achieve this basic standard for admission to the profession spread it like a blanket over librarians of all kinds and successfully smothered all feeble flames of challenge until the voice of experience began to be heard. This happened when expanding libraries, willing and eager to meet American Library Association standards, found they could not hire enough library school graduates to fill their positions. The low birthrate during the depression years resulted in a shortage of people of all professions in the 1950's. Recruitment became the byword and still looms large in many librarians' minds as the only solution to the problem.

As one approach to recruitment the trainee or pre-professional program began to develop in many large public libraries and in some university libraries. There were variations according to the institution or locale in which the program developed. Libraries in cities with local library schools tended toward a work-study program, while those in cities without a library school established one- or two-year preprofessional programs with predetermined cut-off dates. Both were essentially apprenticeship programs designed to introduce college graduates to all aspects of professional library service, with the expectation that most would complete library school and remain or return as professional librarians.

These programs were successful in bringing new recruits to the profession and enabled some libraries to keep open in the process, but few have dared to count the cost of the hours spent in training the many who did not become librarians in comparison to the few who did. This factor is usually overlooked until the high cost of the built-in turnover rate becomes too apparent to be ignored. But what, you might ask, has this to do with utilization of personnel in libraries? I think it has had a great deal to do with directing attention to what librarians actually do on the job and the kind of training necessary to do it. The very fine performance of many preprofessionals in positions designated for professional librarians has opened to serious question the requirement of a graduate degree for every library position not clearly clerical in nature. This, coupled with the very low calibre of a considerable number of library school graduates coming from institutions constantly pressured to produce more and more, has lent validity to the question.

Until fairly recently few librarians have been willing to run counter to the American Library Association gospel of the Master's

degree. Where this has been done the leadership has come from various sources. In one large metropolitan library the lack of professional librarians to fill authorized positions was leading the trustees to abandon a much needed building program and curtail services in existing agencies. The chief librarian asked that an in-house review be made of current patterns of service, concentrating on the use being made of staff at all levels. The staff assigned to make the review were relieved of all other duties and asked to make a report in three months. By what I am sure were unscientific methods, studies were made and the conclusion reached that supervising clerks could perform all of the managerial tasks related to running a branch library and many of the direct services required by readers. Such indirect services as assembling the collections and making them usable, along with overall planning and development of the library's program for reaching its public, were determined best performed by the professional staff. A district plan evolved in which several agencies managed by clerical staff functioned somewhat as satellites of a parent library. You may not react favorably to the plan, but I think you must recognize the leadership role played by the chief librarian in questioning the status quo and being willing to challenge within his own staff the long established patterns bearing the blessing of the national association.

Another large library found itself in somewhat the same situation but at a later date. This library had had spectacular success in assembling a very able staff during the 1950's to rejuvenate what was essentially a dying system. The general feeling of excitement led to a willingness on the part of the top staff to stretch themselves and others to cover an ever broadening program as the inflow of both experienced and new staff began to dwindle and then all but stop. The reaction here was almost instantaneous when the simple process of lining up staff assignments pending the opening of three new branches revealed there just were not enough professional librarians to go around. It was also apparent that well over half the beginning level positions were filled by trainees, only a few of whom were actually engaged in the work-study program with the local library school. The others were nearing the end of their time and subject to replacement by a new group of untrained recruits. The service coordinators took the leadership in this situation and asked the director to let them experiment with job assignments that would include the trainees as permanent staff. Selected agencies were designated as reading centers to be managed by library technicians under the direction of the assistant superintendent of branches. Not all trainees became library technicians, and the work-study program was continued at a reduced rate for those seriously interested in becoming librarians. And the new branches opened.

The third situation I would like to describe concerns a library association rather than an individual institution. The Maryland proposal is perhaps known to many of you, as the Library Journal devoted much of its October 15, 1968, issue to it. All of Maryland's 23 counties have a county library system headed by a professional librarian.

The larger counties have many branches with professional staffs, but in the smallest and most sparsely populated counties the county librarian is the only professional on the entire staff. These are the counties which have never used their Library Services and Construction Act scholarships, as they could not find applicants willing to come back and work the required two years following graduation from library school. The Legislative and Planning Committee of the Maryland Library Association met in 1967 to review requirements for state aid and to propose appropriate legislative action for meeting those requirements. It was thought almost automatically that the ratio of professional staff to the total population should be increased to assure quality service throughout the state and to meet more closely the recently released and revised Public Library Association's Minimum Standards for Public Library Systems. It was at this point that the head of a small county system pointed out what his losses would be, as he did not have any position that would challenge or even partially use the skills of a professional librarian and would thus fall short of his quota. The Eastern Shore Area Library provided field staff and book selection aid, while the state office offered administrative guidance and assistance with building plans. Each member of the committee looked at his own situation and that of his neighbor and spent the rest of the year developing a plan which recognized the bachelor librarian as a responsible member of the staff. The term "bachelor librarian" was used to designate the college graduate, while "master librarian" was used to designate those with graduate library school degrees. Public library administrators throughout the state approved the plan, while the Director of the State Division of Library Development and Services reserved endorsement pending the development of a training program on which state certification could be based. The plan is by no means perfect, but it does put one state association on record as challenging the basic standards so long adhered to by our national association, but unrealistic in many operating situations.

The last situation I would like to mention concerns a well-established library with a long and illustrious record of professional leadership and a well-justified reputation for service of high quality. It is not easy to question a good thing, but some members of this staff began to sense that the pattern of service developed for a reading public in the early years of this century was no longer effective in a city where 40 per cent of the population was now functionally illiterate, psychologically immobile, and to a large extent unemployed. Staff shortages had not become acute, but far too many young librarians were leaving because of boredom resulting from either their inability to relate to a non-reading public or a distaste for inner-city communities as they now exist. Those who were relating to their publics and finding excitement in doing so were the local residents of their communities employed in the library's Community Action Program. More than a year of study by several staff committees has now been completed. Reports made to the director call for a flexible organization in which staff with high school training (and sometimes less) can work along with college and library school graduates in attempting to find ways to reach and serve the vastly different kinds of communities that make up today's

cities. The creative and planning roles fall to the graduate librarians, who must be given truly responsible jobs commensurate with their advanced training if we are to hold their interest in this profession.

I said earlier that a leader must work first with the people at hand and be constantly on the lookout for better people to do the job. He must question the status quo and be willing to make mistakes as he seeks for new approaches. I have given four illustrations where I think this has been done. I now recommend to you Lester Asheim's article, "Education and Manpower for Librarianship," which appears in the Ocotber, 1968, issue of the ALA Bulletin, lest I seem to have been too critical of our national association. I find indications here that the American Library Association is at last beginning to assume a leadership role in taking a far more realistic look at library personnel than it has for many a year. But neither the national nor state associations can move very far until the will to move is made evident by individuals and groups such as the one meeting here.

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DEMOCRATIC ADMINISTRATION AND MORALE

Democratic administration in libraries is a topic that's very dear to my heart, and I think it has possibly great import to you. I hope these remarks will give you some basis for judging the libraries in which you work. In considering the next job you take in a library, you might keep in mind some of the criteria I have occasion to mention, as you look at the administration of the institution that you'll be associated with. And a second value, I trust, in the longer future is that I hope that this idea will appeal to you as it has appealed to me in the past. When you get to be an administrator, and that happens in a relatively short period of time for most people in the library profession, you too might be interested in trying to adapt democratic administration to your situation and to explore it. I don't think that we've reached the end of it by any means. We don't know very much about it at all, as far as I can find out, and yet it has great potential for us as people and as librarians.

It's well to start with some definition of democratic administration so that we know what we're thinking about in common. My idea of democratic administration is that it's that system or method of running an institution which is characterized by the fact that the power to make decisions is shared with all or at least some of the people who work for the institution. Democratic administration is that type or method of administration which is characterized by the sharing of the power to make decisions. I stress this because often people who talk about democratic administration mean only that the administrator, the chief librarian, will consult with his department heads. This happens to be their definition, and they're entitled to make their own definition; but if you call that democratic administration, we need a term for this other method which goes way beyond that. Ask such an administrator, "After you've consulted with your department heads and gotten their opinions, do you do what they say or do you do what you think?" and he'll say, "Oh, I do what I think, because I have the responsibility." It's fine that he consults with people, but that isn't democratic administration - not at least as I am defining it.

By democratic administration is meant that the power to make some decisions at least (potentially maybe all) is shared with at least some, potentially all, of the people who work for the institution. And it's this sort of idea I've been trying to explore for years now, while I've been in a situation in which I have some possibility for utilizing it in the administration of an institution. And its been interesting to say the least, and I hope rewarding too. Fortunately, there is re-

search in social psychology that backs up and gives some warrant for the idea that such a method of administration is potentially fruitful and effective. Let me mention only three studies, done nicely enough at 10 year intervals, to describe to you briefly.

Around 1928-1929, people from the Harvard Business School were called in to do a study at the Hawthorn Plant of the Western Electric Company of the Bell Telephone Company near Chicago. It's a plant that assembled telephones and telephone instruments, and used the straight-line assembly method of production. The consultants were called in primarily to advise the plant on such questions as the optimal light level and the optimal frequency and duration of rest periods for the girls who are doing the assembling. The people who were called in from the Harvard Business School made two mistakes. The first mistake they made was that they decided to use a test group. They took a group of these girls who assembled these instruments and they put them off in a separate room, put a partition up to keep them separate, and there they could vary the lighting intensity and the rest period frequency and so on, they thought, without disturbing the production of the rest of the plant. The reason it was a mistake was, they realized later, that they set up a new and different social situation for these particular girls, who came to think of themselves as being a special group and they were. They worked with these engineers from the Harvard Business School and the analysts, who were patient and reasonable with them, and who explained what they were doing, and the girls were naturally interested and cooperative. The lighting intensity was increased, as was the frequency and duration of the rest periods, and the production kept climbing pretty regularly.

The second mistake they made was that they decided to see what would happen if they reduced the lighting intensity and the rest periods. Presumably they ought to get a drop in production. They went ahead and tried it, and production kept climbing - in the face of lower light levels, less frequent and shorter rest periods, and so on. The whole study has been written up in a book called Management and the Worker, by Roethlisberger and Dickson.[1] The book came out in 1939 and the study started around 1928. Years of research went into trying to figure out what went wrong, what happened there when all the old laws and principles said production ought to go down when you lower the light intensity and reduce the rest periods. What they thought they finally figured out had happened was that these girls became so involved in the study that they were trying to do what they thought was expected of them; they kept producing more when they shouldn't have, by all the old logic.

The second study began around 1938, at the State University of

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[1] Fritz J. Roethlisberger and Wm. J. Dickson, Management and the Worker (Harvard University Press, 1939), 615 p.

Iowa, in Iowa City. On the faculty of the University in Child Development was Kurt Lewin, undoubtedly the most brilliant social psychologist we have ever had in this country. Of the students he had working with him then, Ralph White and Ronald Lippit specifically did this study, a study of autocracy and democracy in groups of 10 year old boys who voluntarily chose to attend hobby clubs after school, in the community where the University was located.[2] What they were seeking to test in this experiment was the influence of the type of leadership that was deliberately exerted and altered. Under autocratic leadership, the adult leader of the hobby group told the boys exactly what to do, when to do it, how to do it, and with no room for choice; under anarchic leadership the adult leader stayed out of the picture and was available only when he was asked, and then he did only what he was asked to do; under democratic leadership, the adult leader shared with the boys in the group the decisions or such questions as what shall we do, how shall we do it, and in what order shall we do it.

Each group would work at a time at one end of a large room, and at the other end was a team of observers, recording their observations. The boys quickly came to ignore them. The observers were there all the time the groups met, but never said anything, and took notes on what went on. They would record, for instance, how many of the boys in each group were working for what percentage of the time that the groups were meeting, how well they worked when the adult leader left the room -- as he did at regular intervals by arrangement, what percentage of the time they referred to "we" and "us," and what percentage of the time they used the first person singular. And a number of other ways like that they tried to get some indices of the work effectiveness of these groups.

Well, nicely enough for our peace of mind, the democratic group scored highest on these observable criteria, and the autocratic groups scored less well, and the anarchic group scored least well. The boys preferred autocracy, they preferred a dictator to having no guidance at all. But they preferred democracy over either of the other styles. And when they reversed the leadership roles, when they would have the boys' group that had been under autocracy get a new adult leader who now practiced democratic leadership, the indices would change too. The groups were reversable, interestingly enough.

The third study I have picked out, by Koch and French around 1950, is a study of production in a garment manufacturing plant in Virginia, where about every other year or so, garment changes forced redesign of of the whole operating procedure for the plant.[3] Typically, the changes were decided at the front office and detailed implementation was laid down from above, and the individual machine operators were told when to

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[2]Ralph K. White and Ronald Lippitt, Autocracy and Democracy: An Experimental Inquiry (Harper, 1960), 330 p.

[3]Lester Koch and John R.F. French, Jr., "Overcoming Resistance to Change," Human Relations (1948), pp. 512-32.

change, how to change, and what to do, without being consulted of course.

In this particular year, the investigators prevailed on management to let them try an experiment. They had some groups of workers proceed as previously, that is, they were told when the change was going to be made, and what the change would be, and they had no voice in the change. The second set of groups were involved in the change after the decision had been made and the major lines of change had been decided on. But the implementation was done in consultation with the individual operators. The third set of groups involved people consulted from the beginning as to the necessity for the change and what the change should be, how it should be implemented, and how it should be carried out.

The production rates of all these people could be easily counted. They were cutting and sewing garments and one could count the number of garments for a given time period. Always in the past, whenever these changes were made, production would drop and then would take a certain period of time to come back to the same level as before the change. Under this experimental set-up, the groups that had been most involved in the change suffered the least decline in the production rate and came back up to the previous level in the shortest period of time. And the groups that had the least involvement in the change took the longest period of time to get back up to the previous production rate.

There are other studies that can be cited in this connection, but I would summarize them in four principles of group dynamics. These four general principles relate to these studies and others and relate to what we're concerned with, the application of democratic administration in the operation of libraries.

One of them very simply is that everybody is an individual, and we're alike only in one way in that we're different. We each like to be treated differently; we each like to be known by our own name, since each of us is a different individual. Secondly, informal work groups exist on the job, in a library or in a factory. Informal work groups exist and have tremendous power. They can block or they can expedite the work, depending on how they're used and on how they fit into the flow of things.

Thirdly, people have a natural and strong desire to belong to groups, to be recognized as members of these groups. They do not like to be left out, to lose that recognition and acceptance of being felt a part of these informal groupings. Fourthly, participation in an enterprise promotes satisfaction. People get satisfaction out of being challenged and out of feeling they are part of a larger whole, and that they are contributing to something that is bigger than themselves.

These principles seem self-evident and obvious, and there are research findings to back them up. And now, let's look at them in the

light of running a library, of administering a library, under a system in which the power to make decisions is shared.

There are at least three main essentials for operation of such a system of democratic administration. The first is that there be a free flow of information, not only downwards and sidewards, but upwards. If people are going to make decisions, they have to have access to the facts that are relevant, just as the administrator must know the facts of the situation if he's going to make a decision. But if he keeps those facts to himself, and does not make them equally available to his colleagues, then it's small wonder that the recommendations or the decisions that they are making aren't very good.

The flow of information downward is the traditional way information flows. There are a host of devices for conveying information downwards, such as, personnel manuals, procedural manuals, bulletins, directives and so on. But much of the most relevant and most important information is not communicated downward. Any system of democratic administration in a library --let's say a public library, requires that the staff members should have access through independent channels to what goes on at the board meeting. They have to know what the board is deciding and saying and thinking. And they shouldn't have to rely on what the head librarian himself alone happens to think they need to know or remembers to tell them. In the Dayton Public Library for example, after every board meeting, the head librarian has an open meeting of all the staff of the library, around 8:00 in the morning, before the building opens, in which he reviews with them what went on at the board meeting. In particular, financial information has to be available to the whole staff or to all those who are going to be involved in democratic administration --not just the formal budget of the library, but how the money is being spent. And that includes salary information, maybe not in terms of the salary per year for a given clerk, but in terms of her class and grade, and the minimum and maximum salaries for that class. We then have a pretty good idea of where anyone's salary falls. Most institutions have an open payroll in this sense, but there are still some that don't. It's hard to see how intelligent decisions can be made if information like that is not made available to the people who are involved i.. the process of democratic administration.

Information sidewards is a matter of coordination. Departments, like aquisitions and cataloging, have to know what each other is doing and be able to function together effectively. This isn't always true, especially in large organizations, not because people dislike each other, but just because of the mechanics, the size of the organization. And yet, democratic administration requires that there be this coordination sidewards.

But the flow of information upwards is the type that's given least attention and is probably the most important. Throughout history, it's unusual for the messenger with bad tidings to be rewarded. It is still true that nobody likes to tell the boss the bad news --that his

project doesn't work. Everybody keeps it to themselves and says, "Let him find out by himself. I'm not going to tell him that it's no good." But they all know. Under a system of democratic administration, there has to be some mechanism, some device by which the bad news can be transmitted upward without getting anybody's neck or job in jeopardy. This is the responsibility of the administrator --to provide a means by which he can get feedback objectively, neutrally as to how things are going, not just in regard to his own ideas, his own projects, but all the work of the library. It's possible to make some suggestions as to how this can be done, but it is a problem which I have found hard to solve satisfactorily. How can you get this feedback from your own colleagues objectively and neutrally, as to how a program or project is really operating, when they are much more directly concerned with it than you are, but you have the need to know just as they have to know how well it is working in fact.

A second essential for operating a system of democratic administration is that there be an appropriate and effective procedure for arriving at a group decision. It doesn't happen by itself. It's easy to kill the process of democratic administration by putting too much of a burden on people or by expecting the system to operate automatically. In political democracy, we're still learning how to make it function effectively. Little wonder that in the application of the principles of democracy in a work environment, where we have even less experience, that we need to have a good deal more experience, and experiments and studies to know how to do correctly. One thing needed is an effective procedure, devised and set forth so that everyone knows how the system is supposed to operate.

One part of that procedure is that there be an organization, a group that somehow brings the people together who are going to participate in the making of the decisions. How many should it be? Potentially all, but in the Library of Congress, that means something like 3,000 people. You can't do it, not at one time. In a smaller library, and most of us work in much smaller libraries, these might perhaps be chosen by election of their colleagues. Some of them might be ex-officio, automatically by virtue of the positions they hold, such as the department heads. Maybe they should be appointed by the head librarian, or maybe the whole group is of a certain kind, such as all the professional staff. I haven't found any one good answer. It helps to vary the method of selection, to have different bases of selection used from time to time. A group of about 20 to 25 people is desirable, so that discussion is possible and so that there can be interaction between them all.

The next question which arises is, "Are you going to make these decisions by vote, and 51% wins?". I don't think so. There's an old saying that a minority of one on the side of God is a majority. You might look into the practice that is followed by the Quakers. The Friends don't operate by democracy or by counting hands. They operate on the basis of concensus. That is, they'll take up a question and talk about it until everyone who wants to contribute to the discussion has had

his say. Finally the clerk of the meeting will try to summarize what he thinks is the feeling of the group. If anyone present disagrees, the discussion goes on and no action takes place on that point at that time. Something like this ought to be followed, and in my experience it isn't hard to get in a library setting. But every so often, it is desirable to take a vote, a formal vote in which people go on record, hold up their hands, or even use a secret ballot. Again flexibility is the best available answer.

The next most important thing to having a group in existence and functioning is to make it self-reliant. It's like the relationship of a parent to a child. The parent has got to get the child to learn to live by himself. The administrator has got to get the group to be self-reliant, and not to rely on or be a creature of the head librarian, or else it will be small wonder if every recommendation parallels or echoes the thinking of the boss.

Several devices can be suggested here. One is that the chairmanship of the group ought to rotate. It shouldn't always be the same person, and it shouldn't be the head librarian for sure. Another is that it helps to have a participant observer. Tell off one member of the group each time the group meets or for a certain period of time, and his job is not to participate in the discussion but to be an observer. And at the end of the meeting, he presents his report as to how well the group stayed on the subject, whether the chairman failed to recognize some people who wished to speak, etc. It helps to have one of the group keep an eye on procedure rather than to have everyone involved in the substance. Again it is up to the administrator to encourage his colleagues to be self-reliant, to encourage them to come up with new ideas which he had never thought of, and to give their critical opinion of proposals which he does suggest or puts forth. He has got to treat their ideas and their notions with as much respect and with as much thought and with as much care as he wants them to give to his ideas and his thoughts. And over a relatively short period of time, it's possible to do this. People grow like flowers turning to the sun when they're given a chance to express themselves. They usually welcome it as long as they feel that they're not in jeopardy, they're not going to be stepped on, they're not going to be punished for what they say or when they oppose the boss, or when they vote contrary to the way he has voted.

This is the acid test, because sooner or later there will be a deadlock, there will be a conflict. Conflict comes in one of two ways. It may be that the group itself is split 50-50 on a given question. If you're not going to abide by majority vote, how do you decide, when the group is evenly split? One thing you can do is to keep talking about it. As a result, it's clear that democratic administration is of no use for an emergency. Don't call a meeting to discuss the situation when the building is on fire, and to decide what you're going to save first. That is not the time for democratic administration. But when the question concerns how the public library is going to serve the disadvantaged, postponing a decision for another month is not going seriously to disturb anything. Further discussion may not solve the

problem. Obviously what is needed is more information, new facts. And these can be gotten in various ways. We librarians ought to know something about how to get more information and new facts. But maybe someone from the group, or two or three, ought to be sent at library expense to visit some other libraries and see what they're doing about serving the disadvantaged. Let them go and see how it's being done in New Haven, Brooklyn, or Chicago, and come back and report what they saw.

Another device that can be used is the experiment. Ask the group for approval to try a new idea for a limited time, with a report of the results to be made to all concerned. I can tell you about one such experiment in the Evansville Public Library, related to a proposal to abolish fines on overdue books. Some of us had the feeling that children particularly would run up fines and then wouldn't use their cards. And adults thought they were supporting the library when they paid their overdue fines. The staff council was split and there wasn't a clear majority in favor or against. We agreed to try an experiment, with the approval of the Board of Trustees. In half of the branches for a six-month period, there was a policy of no fines. If a patron lost a book or damaged it, he had to pay for it, but if he returned the book overdue, he couldn't pay a fine. In the other half of the branches, overdue fines were continued. Records were kept as to the rate of return -- the rate at which books were returned in the branches with no fines and the rate at which they were returned in the branches with fines. In the branches without fines, the rate of overdue books at the end of six months was just about the same as it was in the branches with overdue fines. In other words, one certainly couldn't claim that eliminating fines had resulted in getting the books back faster. And the result was that the staff voted overwhelmingly not to abolish fines. But there were some new data and some new experiences to put into the discussion.

There's another type of conflict than between two halves of the staff group, namely when the administrator is on one side and all the rest are on the other side. What do you do then? If you believe in democratic administration, there is only one clear answer. You go along with the group. If you believe, honestly, that a majority of a group of people have more and better ideas than any one person, even you, then you do as they decide. I would protest that in my 18 years or so of experience with democratic administration, this has happened very seldom and when it did happen, I think now the group was right. This is the point at which you decide whether democratic administration is going to work or not. Maybe in this particular case you are right and the whole group is wrong. But if you insist on your right to overrule all the rest, then you can put an end to trying to encourage them to come up with new and better ideas and to hammer out their convictions on other points. Whenever the whole group is opposed to the administrator, and willing to stand up and defend their point of view against his, I would regard it as a victory for the administrator, in the sense that his colleagues are not afraid to tell him what they think in opposition to what he thinks and to argue for it and hopefully to win. This is what is meant by staff participation and the power to make decisions,viz, that the opinion of the overwhelming majority carries even when the head

librarian is not in that majority. It is a victory out of defeat for the administrator when that happens.

The next problem or question is, "How far are you going to carry this business of democratic administration?" The brief answer is that I don't know, I haven't found the limits. This can be construed in several ways. Should the group decide the objectives of the library? I would think so; one can express the ideal of democratic administration as being administration by objectives, not by orders. If the members of the group themselves evolve the purposes and goals and objectives of the institution out of their own discussions and involvement, they will understand what is needed to carry them out. They won't have to be given orders. Remember the garment workers in Virginia, who didn't have to be told in detail how to convert to the new style, because they had worked out for themselves what the new style pattern was going to be in their particular plant, and they understood the implications far better than someone up the line could tell them. But how about the board of trustees? The head librarian has to report to the board, and maybe his colleagues on the staff council will tell him to do one thing and the board will tell him to do another. The answer is clear, he will have to do what the board says. But within the limits of what the board allows him to do, he can permit the staff council to make the decisions. In fact, one might even propose that just as a head librarian usually holds his position as long as the trustees approve of his work, so too he should hold his position only as long as he has the vote of confidence of his colleagues, the people he works with. I proposed this once to my colleagues in a public library, that once every few years they would have a closed vote on whether they approved of the way in which I did my job and on whether they wanted me to remain in office. If the majority voted no, I would have a year in which to get myself another job. The staff council didn't think it was a good idea, and I never dared raise it again for fear they would accept it the second time around.

Democratic administration is to be construed in another light too, viz, how far down the hierarchy does it go? Usually the top administrator works with the department heads, branch librarians, and so on. Every so often one finds people who value very much being involved in the process of helping to decide top policy, but they want no one in their department to have anything to say about what goes on there. What do you do? I don't really know what you do, but I can make a few suggestions. Fortunately, not many people are like that. Try to work out new ideas and arrangements that might appeal to the people who are unwilling to trust their own department colleagues in democratic administration. Arrange for them to see how other departments are functioning and how things are working out there. Set an example yourself. And finally, try to out live them. When you get a chance to appoint a new head in that department, pick someone, hopefully, who will take a different point of view. I don't know what the limits of democratic administration are, but we haven't yet reached them.

The third main essential for democratic administration is

that there be an independent staff organization. There should be a body, an organization independent of the library, to which all staff members are potentially eligible to join, and which is outside of the influence of the administrator. It doesn't have to be a union, though it could be, or it could be a staff association. It has two or three key functions to perform. One is to protect the individual employee from being abused, from being discriminated against, perhaps because he is the bearer of the ill tidings, or for any reason. He should have a vehicle, a channel for appeal and for negotiation. Another thing the staff association or union can do is to serve as a channel of upward communication as to how programs are working or not working, particularly programs that affect staff welfare, like salaries. It is easy for an administrator to think that people in the lower ranks are satisfied with their salaries. Maybe they are, but they ought to have a way of expressing themselves objectively and neutrally, and with some particular force.

In addition, an independent organization can do some things the administration can't do. They can lobby. It is much more impressive to have your local union or staff association talking to the city councilmen or to the legislators, asking for more money for your library, than for the administrator to do it. He is always suspected of trying to build an empire. But the people in the bottom ranks are obviously not building an empire. And there are more of them, and they are likely to have a lot more weight.

I'm reminded of the story of Richard Krug, the Director of the Milwaukee Public Library. He was a member of the staff there before he became director of the library, and was a member of the staff association. When he was chosen by the Board of Trustees to become Director of the library, the Staff Association sent him a bouquet of flowers with congratulations, along with a letter of separation from the Staff Association. He was no longer eligible for membership. The chief administrator should not be eligible to be a member of the staff association; it should be able to function independently of him.

Finally, I would like to mention some advantages and disadvantages of democratic administration. The first advantage is that it leads to more and better ideas and to wiser decisions. Good ideas are too scarce to turn any down, regardless of the source. The goal is to encourage more, and to get them from the people directly involved with the job in question as their daily work. In the second place, the policies that are decided will be implemented far better by the head librarian and others when they've been reached by this sort of concensus and this sort of discussion and this sort of involvement, than if they come from the top down. This is not only because everybody presumably better understands what's involved and how to do it, but also because this is a group judgment that is being implemented. Democratic administration is the reverse of the attitude of the old-line supervisor, "You're not being paid to think, I am."

Thirdly, it results in stronger recommendations to higher

authority like the Board of Trustees or City Council, if you can say that a proposal has been discussed by the whole staff and has their approval.

Fourthly, this is one of the most powerful and best ways of in-service training for people. It leads to job enlargement, giving everyone or potentially everyone some participation in issues that transcend his daily work and his own immediate responsibility, so that he sees the work of the library in a larger and clearer totality. It ought also to lead to a feeling that it's "our" circulation system and "our" library, not "theirs," on the part of the people who made the decision as to what circulation system would be adopted and what objectives would be sought.

Does democratic administration lead to better library service? This is hard to tell. One would hope that people who have been involved in the decision - making process, who have contributed their best ideas, and who have worked on these ideas, would be able to give better library service. But the necessary evidence is hard to get. One can hope so.

Of the possible disadvantages, one is that it takes longer. It takes time to think and to talk. When a staff discussion is going on, figure how much per hour each person around the table is being paid, and multiply that by the number of hours of the meeting, and the total can be very alarming. But even worse than that cost is the cost of a wrong decision made unilaterally maybe by one person. That, too, can be expensive. But democratic administration does take longer.

Furthermore, it requires experience. You can't expect department heads to choose professional staff wisely if they've never been allowed to choose clerical employees even.

In the third place, democratic administration certainly requires an able administrator. Let no one undertake democratic administration as a device for relieving himself of his work load. It makes the administrator's job harder. He has to be able to stand by and see people do things he thinks are wrong. It's hard to watch others make their own mistakes instead of yours, and be nice about it in the process. You have to encourage them to come up with ideas and better ideas than your own. In a way, this might seem to be self-defeating. An administrator who believes in democratic administration will want to encourage his colleagues, to develop them, and to have them come out with more and better ideas. To the extent he succeeds, they will sooner or later disagree with him. The more successful he is, the more he will feel that he has hold of something bigger than he is. When he reaches that point, he ought to feel he has pretty well achieved democratic administration. But it does put a severe burden on him.

And finally democratic administration may result, undoubtedly, in unwise decisions. This is the fear that people have when one proposes democratic administration. For example, if you ask the staff of a library what hours it should be open, the fear is that they would vote

for the hours that are convenient for them, not for patrons. In that sense, it would be unwise or selfish decisions. I can only say in my limited experience that this has not typically been true. But it is a possible disadvantage.

In conclusion, a few criteria or a few key points ought to be mentioned. First and most important are people; staff members are much more important than anything else, much more important than building, much more important than book collection, and much more important than budget. You can get all of those with the right people. You can have all the others; and with the wrong people, they will be of little value. Secondly, a successful team is better, far better, than a successful individual administrator. He will fall ill, he will go on vacations, he may resign, but the team hopefully will be able to go on and be able to work as well when he is no longer there as when he is. The essential test of whatever style of administration one happens to adopt (and I would be willing to submit democratic administration to this test very readily), is that the institution run as well in the absence of the chief administrator as in his presence. And if that is true, that is all that could be asked for.

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COMMUNICATIONS

Communications is a broad topic to try to present to you in the brief time allotted to me today. The concept is infinitely large and the ramifications of communications are almost beyond comprehension. Certainly nothing has escalated at a greater rate than our need to communicate --not the population explosion, not the knowledge explosion, not inflation --nothing would seem to have expanded at the same exponential rate as the need to communicate effectively.

If you are the parents of teen-agers, you are acutely aware of the "communications gap". If you read the papers you know the college administrators and the students are having a communications problem. If you were at the American Library Association convention recently you saw the problem demonstrated quite vividly at Atlantic City as the "young rebels", the parliamentarian, the "chair" and the "floor" all sought to be heard. If you are a library director you know some of the recent problems which have erupted as a result of failures to communicate. All of this need occurs at a time when technology has made it so easy to communicate. Columbus discovered America and for months only a handful of people were aware of his landing. In the 1900's Peary discovered the North Pole and for days and weeks only a few knew. Two months ago two men walked on the moon and tens of millions were on hand to see as well as to hear. Voice and sight communications from the moon were accomplished across a quarter of a million miles of space so easily as to be almost unbelievable despite the being able to see and to hear.

Sound was communicated with equal ease across millions of miles of space on the recent Mars probe. In technology, all systems are for communication -- whether face to face, by radio, by the printed word, by picture or by electronic impulses. It would seem that if ever a time existed for clear, open channels of communication this would be it. And yet, because of the complexity of life situations, it has become more difficult to communicate meaningfully with one another. On the one hand, there is distrust, or a searching for hidden meanings and an unwillingness to accept at face value. On the other there is a need or a demand for a greater involvement, in matters which concern or affect an individual. The late Dr. Martin Luther King, Jr., has admirably stated the problem. He said, "People fail to get along because they fear each other. They fear each other because they don't know each other. They don't know each other because they have not properly communicated with each other." How true these words are.

But something else is involved. Values, too, have changed dramatically and thus it is no longer possible to do business in the

same old library in the same old way. Certainly the day of the "robber baron" concept of administration is gone. No longer can we tell people to jump through the hoop or get fired. Today's society has changed and personnel administration has become a mammoth task --a veritable labyrinth of communication pitfalls. Staff wants to know why and how their tasks tie in with the larger picture. What is their role, their contribution, their gain or loss in the doing? Is this then the democratic administration that we hear so much about --the so-called participation in management or policy determination?

Even having used the words "democratic administration" I realize I have created a communications problem. For you sitting there, it conjures up one set of conditions which to you constitutes democratic administration while I conjure up quite another. I believe in democratic administration and I practice democratic administration to this degree. I will listen to all of my staff. I will invite their comments, suggestions and criticisms but I will make my own decisions. In this sense I share the decision making but at the end I am an autocrat to the core and it will ever be so. For while I respect my colleagues' thoughts and opinions, it is at my desk that the buck finally stops, as President Truman once said. When it does I must live with what I decide, I must justify an action. I must sustain the organization to the best of my ability. None of my colleagues rise or fall by their recommendations adopted by me. But, as an administrator - the chief executive officer --I can fall by a wrong choice among ideas recommended or my effectiveness can be greatly diminished. But also as Harry Truman said, "If you can't stand the heat, stay out of the kitchen." For part of the philosophy of democratic administration is that the administrator gives full credit to his staff for the recommendations which they made which turn out well, but that he takes it on the chin for the bad ideas which he also got from the same group. This is fine with me. It creates good staff morale, but this explains why I would never let my department or division heads, or a Committee, vote me into a particular action. While that would be the ultimate in a democratic society --a direct part in the final determination, to me the acceptance of such a vote as binding on a course of action if it did not agree with my philosophy or beliefs, would be the abdication of administrative responsibility. For I believe the vote of my administrators is advisory and the climate for growth is presumed by the administrator if he handles the meeting well and if he achieves consistent results when he overrides a vote.

Why do I tell you all this? It is the background or the scenery on which I will hang my communications story. This is the guiding principle against which what I say must be measured for it colors my approach and it is my bias.

Very little has been written on the topic of communications in libraries and practically none deals with the current scene where staff has a greater role in the administrative process and where unions have come so strongly to the fore. Some of what I will say today comes from books I've looked into, mostly from the business world, but most of what I will say comes from my experience as a first line supervisor in

a large public library system, from my experience as both a staff and line person in another large public library and as chief administrator of one of the largest systems in New York State. It also comes from my experience with a variety of people, situations and responsibilities in national, state and local associations, and just plain living. Why is there so little in library literature on this subject? Librarians as a whole are not management-oriented. They do not think of cost, efficiency, speed, effectiveness or communications in terms of library operations. In fact, librarians find it most difficult to make a distinction between functions which are purely professional and those which are purely management-oriented. It is not surprising to find, therefore, that all books on this subject or even reprints in some of our library-oriented publications come from industry. Even Bowler's book Local Public Library Administration has only a few scattered references to communications and Wheeler & Goldhor's book, Practical Administration of Public Libraries has not a single entry in the index on this topic. While years ago the fact that there were so many small public libraries and so few large ones, accounted for the lack of writing on this subject, the great upsurge in system development should have led to a greater awareness of the communications problem and should have stimulated writing on it. It hasn't and therefore you're stuck with my random thoughts on a very real and fundamental problem. But I do believe middle management can play a very substantial role in providing solutions to the communications void if they are willing to work at it.

To me from my very earliest days I have always felt that the first line supervisor holds the key to the success or failure of an organization. Imaginative, creative, dynamic leadership on the part of the chief executive officer is frustrated by mediocre subordinates. especially at the first line, but even poor leadership at the top can be overcome by really top-notch staff working in common direction for a common goal. So let's talk about the middle manager's role for a bit and his responsibilities in the communications process.

A library has many publics with which it must communicate -- the library patron, the non-user, the tax appropriating body, the Board of Trustees, the administrative staff and the large body of general staff. I will concern myself with communications of an internal nature and particularly those which occur between the chief administrator and subordinate staff. Internal communications are the heart of an organization's success. Chester Barnard, writing in The Functions of an Executive suggests that an organization cannot survive if its communications channel can not be kept open. He goes on to state that one of the chief functions of an executive is the establishment and maintenance of communications. Now obviously the chief executive or library director can't personally handle all aspects of the library operation once it has gotten beyond the one-man operation. As the library grows so grows its clerical staff and later perhaps a children's specialist is added and then a reference librarian. Specialization and departmentalization occur and communication needs are felt. The library director can no longer decide on a matter

related to registration. He has a clerical person to consider in the determination. The director now cannot change the furniture around in the children's room without a review of the needs with the children's specialists. I've said the director "cannot". Of course he can, but at the risk of a decision without full knowledge on which to base his decision and at the risk of bad staff morale. So if he has any brains (and most directors have a few) he will seek the guidance of his specialists. Once the staff grows to 10, 40 or 1,000 or more, the internal communications problem is heightened by the need to introduce layers of organization to control the various sections, divisions and departments. The face to face kind of contact no longer is possible at a time when the need for communication is heightened because administrators need facts on which to operate, to plan and to budget, and staff needs guidance on policy and procedures. Libraries have become big business and no library director, no matter how brilliant, is capable of being at one and the same time a book-oriented person, a data processing specialist, a material handlings expert, a financial wizard, a public relations professional, a personnel administrator, etc., etc. The director's real specialty, if he has one, should be his ability to develop a competent work force among the many, many varying backgrounds he will find among these specialists --the people who are middle management. The success of the chief administrator then can be measured in terms of the effective work force he can weld together to accomplish the library's mission and he accomplishes this largely through communications. This can be an extremely difficult task, since most administrators are hired to work in an existing library. They therefore inherit staff of varying attitudes and abilities. A large portion of the administrator's time then is spent in communicating his philosophy and goals to this staff while he learns about the library and its community from them. If he finds his goals and those of some staff can not be made compatible, he must then begin the task of weeding the staff because these must be the people he can rely on to carry the ball for him. Without their support there will be little forward movement.

From the above it should be clear that decisions made at the top level are based on a strong reliance upon the middle-management team. Few decisions are made in a communications vacuum with only one member of that team involved. While it is true that a consideration of new equipment in data processing, for example, would entail many discussions with that division head, there would also have to be discussions with other division and department heads too -- with finance, on handling of payment, with buildings, on electrical and air conditioning requirements, with technical services, on possible changes in programs as a result of improved equipment. In turn these division and department heads must turn to their section and unit heads to get answers to problems posed higher up the line. Here we see the structure of the organization --the organizational pyramid we talk about --being turned upside down if you can visualize it, to act as a funnel of information to pour the total organizational knowledge about the problems into the director's lap. The administrator then sifts and sorts, weighs and balances, discards some thoughts, seeks additional information on others. In the final analysis the director makes a decision based on

information supplied from literally dozens of sources. However, if staff is to make meaningful contributions, it must be aware of what administration is seeking to achieve and why. Communication channels must be kept wide open to facilitate this flow of information. In today's complex library situation, this is the only way an effective decision can be made which strikes a proper balance between cost, and benefit. This is the process involved. Many techniques might have been used to accomplish the end product --individual conferences, staff meetings, brainstorming sessions, reports, visits to other agencies, etc. Methods will vary with situations and with individuals and with time, but the process of involvement of those who know the process of communication or the deliberate effort to acquire the sum total of the organization's knowledge about the problem, is basic to the morale of the library. Staff wants to believe that their knowledge is considered in final decisions. But, equally important, staff wants to know what their organization is doing when they are not directly involved. Here again, middle management plays an extremely important role. In the illustration above, this staff gathered information and funneled it to the top. Conversely middle managers have an obligation to communicate laterally with their peers and also downward to their subordinates.

Lateral communications are fairly easy to achieve unless there are some internal jealousies or personality problems. At the administrative level there are only a relatively few people. Good organizational planning suggests that a top executive should have 5 - 10 persons reporting directly to him. If this is so, then middle management must only communicate with 5 - 10 persons in their peer group about problems arising in their respective areas and this is not difficult. There are regularly scheduled administrative meetings, there are unstructured lunches and casual meetings as well as more formal methods of keeping each other informed of activities which are tangentially related to the other departments' operations --a telephone call, a copy of a letter or report, a memo usually suffices. When there is a breakdown, it usually results from a department head's failure to see how a planned action affects another department's operation. Rarely does such action result from spite, jealousy or a deliberate effort to sabotage a plan, even when that plan did not coincide with one's own thoughts on the matter.

Dr. Goldhor mentioned nobody will tell the boss that his ideas are not quite working out. One of the best learning processes I went through was with a boss who would let me come into his office to discuss one of his proposals in some detail. I'd frequently imply he was pretty stupid not to see this problem or that aspect of the situation. We'd kick it around and most times he'd convince me from his broader knowledge and experience that his judgment was sound. If I were lucky, occasionally I'd get him to change or modify a proposal. Times when he didn't convince me of his ideas I always told him when I left his office I'd sell his ideas as if I'd dreamt it up myself. I learned much about libraries and management from these discussions. I learned even more about myself but this illustrates one of the basic characteristics of middle management people-loyalty. I don't know most of you, but

since you are for the most part middle management --Assistant directors, department heads and directors of medium sized public libraries, I can tell you at least six characteristics which all of you share to a fair degree:

1) an intense loyalty to and belief in your organization -- much greater than that of the file clerks, tab machine operators or junior librarians.

2) a great need and desire for information about your organization --its plans, its policies, its operations --again greater than most other staff.

3) a generally higher educational level and an interest in continuing education with a greater variety of experience than subordinate staff.

4) a greater concern for prestige, power and protocol than your colleagues,

5) a higher level of motivation than average. You've set your sights on some ultimate goal and everything is a step toward that objective, and finally,

6) a greater willingness to take on responsibility and accept the consequences.

I venture to say you would agree that these points describe each of you fairly accurately. They are characteristic of people on the move. I know that I think of these characteristics when middle management communicates with me because I know it must color what I am told. Therefore I have mentally developed a judgment scale which I apply when each of my middle managers recommends action to me. This sounds rather cold blooded but let's face it. All of us are constantly rating or being rated. We shop at the supermarket and we rate one steak against another. We buy a hat or a suit and must make a choice. We select books and films and rate them. Is it so unusual then that I should ask myself how did that last recommendation of my department head turn out? What was good about it? What was bad? Where was he weak on analysis, on judgment? If he gives bum recommendations too many times he does not remain as a staff member --Civil Service notwithstanding.

If he's very good, I have to guard against blindly accepting a proposal the next time because of his good track record to date. If he is on again, off again in his successful recommendations I must be careful in what I accept or reject but I also must try to use these various situations as a training process for the Department Head. By pointing out the strengths of a particular situation or the weaknesses of another through discussion, it may be possible to develop the department head into a more effective manager and provide me with a staff member thoroughly oriented towards the objectives I am seeking for the organization.

It should be noted that these five characteristics of the middle manager I have noted also affect his ability to communicate with his subordinates and conversely their ability to communicate fully with him. Experience has taught us that communication is pretty good between the top administrator and the next level of staff. It may still be working down to the third level. By the time the base of the organizational pyramid is reached, there is little chance of a clear understanding of why certain things are done or not done. Have any of you ever played the game "telephone" or "rumor"? A group sits in a circle. One person whispers a message to the person alongside who in turn relays it to the next person. By the time it returns to the originator, it is barely possible to recognize the story and relate it to the original message. If this can happen on such a simple level, imagine the problems with 300 - 500 staff. This illustrates very simply the cause of communications failure. This is how dynamic, top-level, creative leadership is foiled and beautiful plans fall apart. The first line supervisor and his attitudes are the key to what information is passed on to the actual work force and what interpretation is attached thereto. Conversely what information is passed up the line is also controlled at this point. In these days of staff unrest about involvement in matters of concern to them and various other aspects of working conditions, it is extremely important that information as to what staff is thinking be passed up the line and that rumors be reported or squelched quickly with fact. We all have heard stories of supervisors who would not pass an idea along because the supervisor would feel his status challenged since he had not originated the idea himself. We all know of supervisors who have reached the top of their achievements and want to hold back others who have more talent and who will move on to greater heights. Fortunately there are fewer of these personalities in library operations than perhaps elsewhere. Many supervisors are delighted to train someone and see them advance. There is status and prestige in being known as a developer of staff. But awareness of these psychological problems and a host of others as well always needs to be kept in mind by the middle manager as he filters information received and information transmitted.

Most of the articles I read in preparation for this session talked about communication in terms of semantics, length of words, length of paragraphs, rating scales and the like. I'm certain there's a great deal to be said for the right word at the right time for the right paragraph. Being in a business that is so largely word-oriented I'd be a fool not to recognize their importance. I think, however, it is equally important to good communication that you have a clear understanding of why you're communicating and with whom. Staff, I've found, will forgive the dangling participle, the snobbish word, the run-on sentence in a memo dealing with a job change affecting them much more quickly than they will forgive no advance notice at all. Good communications is extremely important to the worker for many reasons:

1) It makes him feel "in" --in the know, a part of the scene, and believe me, he wants to feel this!

2) It avoids confusion --policies are clear - goals are under-

stood

3) It adds to the worker's importance and his concept of himself --"the boss felt it was important that I know."

4) It kills rumors --advance notice, clear facts, logic all spell death to gossip and misinformation.

5) It gives a secure feeling --if a person feels he understands what management is doing he feels secure. If he knows why --he feels less threatened.

And as a middle manager you should selfishly want to see good communications developed. The benefits which can accrue are enormous. It is a well established fact in industry that the better a man understands his job and how it relates to the whole, the better job he does. This in turn leads not only to a better quality of service but also a greater quantity. Information on the interrelation of the total operation and the interdependence of one unit upon the other can produce a team effort which will achieve results not possible with isolated units working in a communications vacuum. The morale of staff shoots upward when it feels that management knows something of a job and its problems and that management respects the staff's contribution to the end result. Communications are also important in enabling you to spot potential trouble areas and to take corrective action before they become too large to handle in your unit. Finally, communications enable you to spot staff with potential, who can take on more responsibility, who make worthwhile suggestions, who grasp the situation and can act on the information provided. No organization can continue to operate at a high level of efficiency unless it constantly renews itself with new blood and new ideas. How do you communicate?

There are all sorts of techniques for communicating. Most of these are formal and quite usual --Bulletin Boards, Newsletters, Conferences, telephone calls, staff meetings, reports, manuals, organizational charts, visiting --and so forth. The listing is almost inexhaustable. I won't take your time discussing these for they are adequately covered in the literature and your bibliography notes several items. But there is one method of communicating which I feel I must touch on because of its significance. It is an informal method and probably always an unconscious one and one not too often written about and that is communication by mood or manner. You're all aware of this on the part of others and have undoubtedly commented on it yourself. You communicate by how you look, by what you wear, by how you walk or talk, by what nervous mannerisms you display, by how you look at the clock, or look at an employee. You communicate without meaning to but you communicate nevertheless and perhaps with greater consequence. A frown, a tone of voice, a failure to say "hello" --all are interpreted in various ways by the beholder. If you are bright, gay, enthused, people soon know today's to be a good day. If you're sad, depressed, tight mouthed, its Bad Day at Black Rock. Great care must be exercised to maintain an even regularized approach for some meaningless variation can be misread and a whole

flock of rumors will be generated. Also, let me say a few words about a very important and oft overlooked aspect of communications and that is listening. Too often we forget that communication has this two-fold characteristic. If I'm talking but you're not listening there is no communication and we've all wasted a lot of time. If middle management is to do its job so that manpower is utilized to the fullest and the taxpayer is to get a fair return for his investment, then management must learn to listen. You want staff not only to hear you but also heed you. Conversely staff wants administration to listen to its ideas, problems, suggestions and comments. In fact, most situations would be improved drastically if management would listen more and talk less. Don't bring someone in to discuss a problem and then spend the next hour on your predetermined solution.

A student of mine at the University of Kentucky once told the class when we were discussing communications that "God gave you two ears and one mouth. Use them in that proportion." That sounds like good advice. Management should have big ears to listen more and a small mouth with which to talk less. Conversely, staff should strike a happy medium listening well but also communicating too, for this is their greatest contribution. What they know about the job, about the public with whom they deal, about operational problems should be actively sought by management but also freely given by staff. We seem to forget that staff have a responsibility in the communications process. All of the articles on this subject stress management's role as if management were solely responsible for communications failures. All too often, however, staff is content to grouse during a coffee break about a problem but not seek a solution. Partly they don't want the truth because it would take away the opportunity to speculate, but partly because it takes an effort to write a letter, to ask a question, to visit the front office or to be the one to put their finger on a particular problem. By listening --but of greater importance by being accessible, by making it clear you are accessible and want visitors --you, as middle management, can put an end to misinformation and rumors. This comes under the heading of the proper care and feeding of the grapevine. Realize that no matter how good your communications program is there will always be a grapevine. It is quicker, it is efficient and it avoids red tape. It is not always right but it has a large membership. If that is so, use it to your advantage just as you would a newsletter, a staff meeting or a memo. Properly handled the grapevine is an excellent communication media. Feed it truth regularly. Let's not argue about managing news. I'd argue quite strongly that this is engineering results and that's what I get paid for as an administrator.

Management must turn a powerful penetrating spotlight on its employee communications program. In days which have seen strikes in libraries, unions organizing employees and a number of other activities indicating dissatisfaction with management's achievements for staff, it becomes necessary for management to ask itself a number of questions about its communications program. Has the communications program been effective for management? for employees? what techniques have succeeded? which have failed? what corrective measures are needed? what additional

ones would be valuable? These are but a few of the considerations of an on-going evaluative program. A graduate library school would do well to develop a series of monographs on this very important topic for there is much that needs to be learned. A communications program three years old or more needs careful reappraisal in light of the many changes taking place in society. A horse and buggy communications program is doomed in a jet age society and as it fails to meet the needs of staff so too must the library fail in its effort to serve.

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POLICY OF SELECTION

As librarians you are probably familiar with the current best seller, The Peter Principle.[1] In his book, Dr. Peter advances the principle that in a hierarchy an employee rises to the highest level of his incompetence, which is a rather startling principle. This morning we are here to discuss some methods to prevent this from happening in the libraries. The theme of your institute is utilization of personnel in libraries, and I'm sure the reason you are here is to try to learn how to select competent employees for your library.

Our major topic this morning is Policy of Selection for Middle Managers. I have a few ideas that are not necessarily new, but I hope that they may be of some help to at least some members of the group. When we talk about middle managers, what do we mean? I've looked over the roster of the individuals attending the institute. I find that you represent quite a wide variety of libraries, small and large, public libraries, academic libraries, specialized libraries, federal libraries. Obviously your organizations will differ depending upon the needs of your clientele, but for purposes of our discussion this morning we are referring to middle managers as those positions that fall below the librarian or library director and above the first line supervisor. Generally speaking these are referred to as the department heads, branch librarians, administrative officer or business manager in the library. The success of any organization depends upon these managers, the supervisors and the top executives in an organization, so it is important that you try to select competent people for these positions.

In developing a policy of selection, there are different methods that could be followed. This morning we are going to explore the possibility of a selection policy based on:

-- selection of the best qualified candidate;

-- maximum utilization of the skills and training of employees in the library; and

-- nondiscrimination.

Before discussing how you might accomplish these broad objectives, I would suggest that you avoid establishing a selection policy based solely on such factors as seniority, or productivity, or favoritism. Seniority

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[1]Dr. Laurence J. Peter and Raymond Hull, The Peter Principle, (William Morrow & Company, Inc., 1969).

alone is no guarantee that an employee has the capacity to perform higher level work. Use of productivity alone is not a good method to follow because an employee who is most productive doesn't always have the qualifications to lead or direct others in performing the work. Obviously, favoritism -- which is still found in some organizations -- is not a factor to include in policy of selection.

You may be interested in reading an article in a recent edition of the magazine, Changing Times.[2] This article discusses practices used in business organizations for selecting employees for promotion. It mentions that getting promoted in some companies still depends on seniority. But most organizations are trying now to refine their methods of selection on the basis of two criteria: How well you have done so far and how well you give promise of doing in the future. The article points out that in giving promotions based on superior performance, some companies carry it to extremes by promoting the employees who are most productive. They find, however, that use of the performance criterion alone may result in filling the company's executive positions with good producers who are incompetent managers.

The first objective for discussion is selection of the best qualified candidate. I am reminded here of an article that appeared in the Washington Post a few months ago. This article listed the academic ranking of some of the famous generals of the past 25 years. In the listing, only one of the generals ranked first in his graduating class. That was General Douglas MacArthur, who we all know was a very brilliant man. Surprisingly, one of the generals ranked last in his graduating class, General Patton. Most of the generals ranked somewhere in the mid-range in their graduating classes, including the most famous of all, former President Eisenhower. The point of the article was that academic ranking, of and by itself, is not the sole indicator of an individual's ability to lead, motivate and direct other people.

In terms of trying to select the best qualified person, these are some suggestions:

-- analyze the requirements of the job in terms of professional librarian abilities required, managerial abilities required, goals and objectives of the organization, and personal attributes that you need in the individual;

-- then match the qualifications of your candidate against the requirements of the job;

-- in recruiting candidates, consider the broadest area of recruiting and indicate when you would recruit only from within the organization, and when and to what extent you would go outside and bring someone into the organization for that particular position.

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[2]"Who will get that promotion?", Changing Times, (October, 1969).

In selecting the best qualified, we might refer to this as "fitting the man to the job." One method is to list or compile a concise summary of the requirements of the job, considering professional librarian knowledges and abilities required, managerial abilities required, objectives or goals of the organization and personal attributes desired.

For example, under professional abilities, you may need someone who is a professional librarian. For some jobs, you may look for a librarian who has special capabilities in book selection; or you may need a specialist in either adult services or children's services; or to head up your cataloging department, you may look for someone who is expert in descriptive cataloging or in subject cataloging; to head up the reference service, you may need someone with a special background, whether it be science or law or history or the humanities or whatever subject-matter your patrons are interested in. In addition, of course, there may be many other functions that would be important in your job. These may include the preparation of bibliographies, or literature searching, or indexing and abstracting material. There are many facets of professional work that could be important, but I would suggest that only the significant elements of the job be included. Then, when you review the qualifications of the candidates, you can match their qualifications against the requirements of the job.

Under managerial abilities, we are referring to the ability of the individual in terms of leadership ability, ability to communicate, ability to motivate, ability to plan and organize work, ability to delegate authority, ability to make decisions, ability to supervise subordinates or any other managerial abilities that might be required by your job. All of these managerial abilities are not necessarily important in each and every job, but you would want to determine what qualities are significant in the job that you are filling.

The third feat[illegible] is to consider special objectives or goals of the organization. H[illegible]re we are suggesting that you look at the job, not in terms of what was required last year or five years ago but in terms of what your goals are today and for the coming year(s). For example, are you going to expand the services of the library? Are you going to build new facilities? Will these goals and objectives affect the job of your department head? Are you going to change the methods and procedures in one of your departments? Do you intend to automate any of your techniques and services? Look at goals such as these and endeavor to find someone who would have the background, the ability, or at least the potential to carry out these objectives for your organization.

Personal attributes --here we are getting into such things as the ability of the department head to work under pressure, to work long hours, to consider new ideas, and to have a positive outlook toward the goals and work of the organization. In other words, you want to select someone who will be a member of your team in the organization.

How you rate people, how you measure people for all of these abilities, depends upon your library and the organization in which you are employed. If you are employed in a small library, you may do it more or less on an empirical basis. If you are employed in a large library system, you may have the services of psychologists or personnel measurement specialists to help you develop techniques for measuring these different abilities. This morning, I am merely pointing out some of the things to consider when you select a manager in your organization. For example, in a library employing from 16 to 20 people, one Library Director tells me that when she fills a middle management position (and she has done this on several different occasions) she develops a model of the job, listing all of the significant abilities and knowledges required. When she interviews candidates, she then uses this model as a check list to look into certain facets of the candidate's background and to explore the extent to which the candidate has the required abilities or the potential needed for the job. She has found this to be a very helpful tool in selecting a competent individual who can carry out the work of the position.

The second objective mentioned in developing a policy of selection was the maximum utilization of skills and abilities in the library. We all know that in today's labor market librarians are a very scarce commodity, and it is difficult to recruit and to find qualified librarians for the many positions that are vacant. In some cases it is necessary to look at the organization and the skills and abilities of the people that you have on your staff, and to find out if you can better utilize those talents in some other way. To accomplish the maximum utilization of skills, we offer the following suggestions:

-- analyze the jobs for realistic requirements to uncover or spot the skills that are in short supply;

-- then determine manpower resources available for the jobs, both within and outside of your organization;

-- if you cannot recruit qualified individuals, try to redesign the jobs to achieve full use of available skills and balanced staffing considering also more economy or more efficiency in the library as well.

For example, I have projected a hypothetical library organization. In this organization, there are 10 department heads. For purposes of this discussion, I have identified only 4: the administrative officer, the head of the acquisitions department, the head of the reference department, and the head of the circulation department. In analyzing the four jobs, we find that in terms of professional librarian requirements, the administrative officer in charge of the business management activities spends only 15% of his time on professional librarian work; the head of the acquisitions department spends 35%; the head of the reference department 50%; the head of the circulation department 25%. If you total these, you will find that you have four professional librarians performing a total of 1 1/4 man years of professional librarian

work. This is an indicator that you may not be utilizing your professional talent in the best available manner. (For this discussion, I haven't given a detailed listing of the other duties performed by these department heads, but lumped them in categories of "administrative and managerial" duties and "other" staff duties that are required.)

Let us assume in this organization that the position of the administrative officer becomes vacant, and at this point in time you cannot find a librarian to fill the job. You ask yourself: "Is it absolutely necessary that the administrative officer be a librarian?" Many organizations do not have professional librarians in their business management positions. They have an individual who is trained in business management activities heading the department rather than a librarian. In this hypothetical organization, you would want to consider whether it is necessary to have a librarian in this position of administrative officer. After making an inventory of the job requirements, we find (in this hypothetical organization) that the professional librarian duties of the administrative officer can be given to the head of the acquisitions department. Perhaps these duties are concerned with the selection and procurement of certain materials in the library and you can redistribute the work from the administrative officer to the head of the acquisitions department. By doing this, you free the administrative officer from professional librarian duties and the need to fill the job with a professional librarian. You can then recruit someone who is trained and experienced in business management activities. Such an individual may have experience in financial management, personnel management, or in any of the other business management activities of the library. You may find by this redistribution of duties, and the hiring of qualified talent, that you have strengthened both your acquisitions department and your business management office.

Let us also assume that the position of head of the circulation department is vacant and you cannot find a librarian to fill that job. You review the duties of the head of the circulation department and the head of the reference department and see what can be done in terms of redesigning the jobs. You find that you can redistribute the professional librarian duties from the head of the circulation department to the head of the reference department. The redistribution gives you an opportunity to promote an employee in the circulation department who is not a professional librarian to a supervisory or managerial position as head of the circulation department; someone you felt had great potential for supervisory and managerial work but did not have the professional background to be promoted into the librarian position.

By redesigning the jobs, we end up in this hypothetical library organization with two professional librarians, rather than four, performing 1 1/4 man years of professional librarian work.

The third objective in the policy of selection is nondiscrimination. Here we mean equal employment opportunities for all qualified candidates, regardless of race, creed, color, sex, or national origin. Sex is included because if you look at the statistics for librarians, you will find that in the lower level non-supervisory jobs there is a high proportion

of female employees; but when you get into the top management positions, you will find the statistics reversed, with the higher level jobs being held by men. I don't want to charge discriminiation, but ask yourself: Why does this happen? Is it because the men are more competent? Is it because the women leave when they marry or have children? But regardless of the reason for it, I am merely pointing it out. When you develop your policy of selection, you would want to accord equal opportunity, regardless of sex, to individuals well-qualified for the position.

For the physically handicapped, we also want to support equal employment opportunity. Obviously, in the library, you could not employ a blind person when sight is needed to perform the job. But there are many positions that can be performed by the phycically handicapped if you just use a little imagination. One office recently employed a blind person as a personnel management specialist. He brings his seeing-eye dog to work with him. This young man was one of the top three blind students in the United States; he is an exceptionally talented person. Initially, the organization had to tailor the duties of the job for him. He is doing a tremendous job in a position where you would never expect to find a blind person, e.g. employment interviewing, and developing merit promotion procedures. In a library, for example, someone who cannot walk could make an excellent cataloger. He could be in line to be promoted to the head of the cataloging department. This is a more obvious kind of situation of employment of the physically handicapped.

The other items listed under nondiscrimination are marital status and politics. These are for your consideration when you establish your policy of selection.

Let us assume now that you have developed a policy of selection. An important consideration at this point is the administration of the policy. If you just develop a policy on paper and do nothing about it beyond that point, it is hardly worth the time and effort to develop it. You must develop a strong program to administer your selection policy. We suggest you establish procedures to be followed in the selection of employees for promotion. The need for procedures depends upon the size of your organization, and to what extent you formalize the program and the policy. Under procedures, you would consider how you locate your candidates, who ranks or rates the individuals, and who makes the selection for the job. The procedures may even state who the selecting official(s) will be for certain positions. In some cases, it may be better to have a team approach to selection rather than to place the selection decision in the hands of just one individual. Finally, by all means, endeavor to gain support of your top management officials for your selection policy.

To summarize what we have discussed this morning in establishing a policy of selection for your middle managers, your department heads: First, we suggest that you analyze your job requirements and determine the resources that are available to fill the job. If need be, redesign the job in terms of using the resources that you have available in your library. Second, cast your net as wide as possible in terms of recruiting individuals for the position. This, of course, depends upon your

local practices and the extent to which you are permitted to go outside your organization in recruiting. Third, match the qualifications of the candidates with the requirements of the job in an endeavor to select the one who appears to have the greatest potential for the position. Fourth, accord equal opportunity to individuals who are well-qualified. Lastly, develop a strong program for the administration of your selection policy.

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SELECTION DEVICES

There are two schools of thought about the nature of executive development. Each has potential influence on the organization's thoughts about selection. One school views managerial talent as a result of a process of long-term development, nurtured by career guidance, training opportunities and the proper organizational "climate." The implication is that many persons of varying backgrounds and personalities can be successful managers if the proper conditions are present. The other school of thought holds that there are identifiable traits that can cause an individual who possesses them to be a success with only minimal training. Proponents of the first school tend to downgrade the importance of the selection process. Advocates of the second school are obviously opposed to those of the first. To them, good selection procedures are crucial.

Quite often, it seems that those of us involved in selection go about our job as though we agree with the school of thought, that managerial talent is a result of development. Then it seems that some training directors and managers approach their job of development as though waiting for the magic of selection to insure the success of their managers. The result is we are frequently disappointed with the high turnover rate and the lack of development in the middle management area. But, the selection and development of management talent is a difficult job. Selection is the most exacting of all occupations. L. L. Thurstone wrote, "The intellectual and temperamental qualities that insure success in administrative work are probably more complex than almost any other group of abilities that can be thought of." This statement, I think, accurately describes the challenge we have in the selection of personnel for middle management jobs.

We hear and read a great deal these days about the increase in knowledge, or the information explosion. We're told the combined knowledge of mankind is increasing at a rate that will double every ten years. We're told that 75 per cent of the scientists for all time are living today. This information explosion certainly is affecting the way we manage our business. Sometimes, I think, however, that we are learning to apply new information in the middle management area at a snail's pace. For too long middle management has been more or less a grey blurb, not well understood and without adequate programs of selection and development. I certainly commend the leaders of the institute on personnel utilization in libraries for dealing with this most important area of management.

In discussing selection devices, let's first get an overview of devices available to us. Here's a partial list:

DEVICES

I. Job or man specifications
   A. Questionnaire
   B. Job analysis
   C. Job descriptions

II. Performance appraisal
   A. Ratings
   B. Potential evaluations

III. Biographical data
   A. Application blank
   B. Questionnaire
   C. Skills inventory

IV. Tests battery
   A. Self-description - behavior
   B. Mental abilities (verbal, abstract reasoning, quantitative reasoning)
   C. Study of values
   D. Interest

Undoubtedly, the weakest part of the selection process in most companies is the lack of understanding of the jobs for which they're selecting candidates. This lack of understanding of jobs affects the entire selection process and undermines the employment manager's confidence in carrying out the selection program. The problem begins with lack of a consistent definition of middle management. For example, can you identify the jobs in your own organization that should be considered middle management? Traditionally, we define middle management as those positions between the first level of management and the top or senior levels of management. Then we sometimes further define jobs as being lower middle management or higher middle management. But, this definition does not clearly include technical or staff jobs.

Last year we began a program in our own company to improve middle management jobs. We have restructured and broadened many of these jobs. We've particularly broadened the roles of the first level of management to the extent that we now have fairly broad managerial jobs which have replaced supervisory jobs. One result is that these first line managers are now included in the middle management programs. So you can see in our own company we're now following the traditional definition of middle management.

The lack of understanding of middle management jobs is also caused by the infinite difference in the individual jobs, as well as the difference caused by the management levels of these jobs. Sometimes we allow ourselves to be intimidated by the line manager because

we don't know his jobs as well as he does. This situation need not exist. We can find the job dimensions that will provide sufficient information for selection, job evaluation and salary administration. Finding the dimensions of middle management jobs is the heart of any selection program. As many of the mistakes made in selection result from errors in the attributes being sought as from the errors in the evaluation.

One device for finding the job dimensions is a self-description about job behavior by the managerial personnel themselves. A self-descript method that has received widespread attention was developed by John K. Hemphill. Mr. Hemphill contends that in finding the dimensions of a job we should be concerned with the expectations of the man and his superior. His technique involves the use of a checklist for the description of the job. Here are some typical items from a version of the questionnaire which has been modified to be more applicable to the insurance industry.

Part I - Activities You Perform Personally

An Individual in My Position Would:

1. Counsel subordinates about their development
5. Prepare reports on special projects
15. Conduct at least one meeting perdday

Part II- Matters For Which You Are Responsible

An Individual in my Position Must Be Concerned With:

139. Custody of funds and/or securities
147. Forecasting future trends or events
153. Getting out production

Part III-Demands and Restrictions on Your Job

My Position Requires that I:

240. Be active in community affairs
249. Set an example for other employees
253. Keep in mind many details

Part IV- Miscellaneous Characteristics of Your Job

My Position:

285. Signifies membership in middle management
289. Involves presenting new ideas to superiors
294. Allows great freedom of action

The questionnaire is completed in two steps:

A. First, the man determines whether the activity or characteristic applies at all to his job. If it does not, he marks the item X.

B. If the item does apply, he must decide how important or crucial it is to the successful performance of his job. He then marks the item according to a scale:

1. Of minor importance
2.
3. Moderately important
4.
5. Highly important

The questionnaire reveals six behavioral dimensions of managerial positions:

1. Technical Work

Involves interpretation and analysis in specialized technical operations.

2. Investigation and Research

Involves technical investigation and special projects, research on competitor activities and writing reports of these projects.

3. Personal Interaction

Involves interaction with others both inside and outside the company.

4. Supervision of Production

Involves planning and scheduling production, adjusting to and modifying these schedules to meet special problems, attempting to improve ahe efficiency of his operations, and administering personnel policies and practices.

5. Broad Administration

Involves management functions of planning, administration control. Planning is long range, while control is centered on cost reduction and comparison of performance with forecasts.

6. Customer and Public Relations

Involves interaction with the public, policyholders and outside agencies, and the interpretation and maintenance of company standards and policies in these relationships.

Mr. Hemphill's approach to finding job dimensions is also the basis for writing meaningful job descriptions in the middle management area, for development of better job descriptions is important to the selection process. Jobs can be broken down into the same six areas in which dimensions were obtained. That is, (1) technical work, (2) investigation and research, (3) personal interaction, (4) supervision of production, (5) broad administration, and (6) customer and public relations.

A possible job dexcription might be developed from the questionnaire shown in Chart 1, in which the various sections have been designed to bring out aspects of the job, as:

General Purpose

Here we define the overall purpose for the position and the reporting relationships. The purpose of the position is stated in major and minor roles with each role weighed as to its relative value. From a quick view of the purpose the reader can easily identify the major responsibilities of the position.

Job Area

Here we list six areas defined in the analysis of dimensions.

Activities and Results

As much as possible we define the results expected within each area of the job. When expected results cannot be defined we list the required activities.

Standard

Standards are quantified as much as possible. Through necessity, some standards are stated in general terms. When the measurement is judged mental, we try to identify the basis of the judgement.

We've been writing this type of job description in Gulf Life for about two years. This approach has been beneficial to the better understanding of our middle mangement jobs.

Very little additional work is needed to administer a job evaluation plan for the mid-management area. Here is how we do it at Gulf Life. We define nine specific areas in the job specifications which are vital to evaluate the job. Each of these factors is defined and weighed according to pre-determined values which result in job levels or pay grades. The nine specifications for job evaluation are: (1) education; (2) experience; (3) judgment; (4) exposure to confidential information; (5) contacts; (6) responsibility; (7) supervision; (8) work pressure, and (9) working conditions.

CHART I
MANAGEMENT/SUPERVISORY
JOB DESCRIPTION

JOB TITLE_____DATE_____

DEPARTMENT_____JOB NO._____SECTION_____

JOB FAMILY_____JOB LEVEL_____

PAY GRADE_____ _____

GENERAL PURPOSE

JOB AREA	ACTIVITIES AND RESULTS	STANDARDS
1. Technical	1. Improve the overall conservation efforts of the home office debit	1. Maintain monthly lapse rates as follows: A. Reg. ord. B. Monthly 6% C. Wkly. Prem. 1%
2. Personal Interaction	2. Responsible for the improvement of conservation through the quality of correspondence from the home office and effective usage of the telephone	2. Retain 80% of business during the six months following transfer
3. Customer and Public Relations	3. Maintain a harmonious working relationship with all sales personnel	3. Managers have confidence in the home office debit

An interesting innovation to our specifications are the additional factors for selection. These additional factors provide us with a tool for the selection process and are not considered as evaluation factors. They are:

Appearance

How should the individual dress? Does the position require him to meet the public?

Behavior

The behavior pattern required is defined in this area.

Family Status

This area should spell out what is expected with regard to family status, e.g., married, with/or without children, single.

Financial Ability

Does this position have an influence over financial accounts or financial matters? If so, this area is used to define the nature of financial responsibility and influence.

Health

Health requirements are stated in this area. For example, suppose an individual is required to work considerable overtime or travel extensively? His health requirements are probably greater than the average employee.

Mental Ability

This area defines the testing requirements of the position and the results expected.

Motivation

Here, we are defining the amount of self-motivation required if the individual is to be successful in this position.

Job Skills

This area defines the job skills the individual must bring with him to the job or acquire on the job if he is to succeed.

A rather intriguing idea by Mr. Robert L. Kats is influencing our work in the area of job skills. Mr. Kats' writing in the Harvard Business Review suggested an approach based not on what good managers are (their innate traits and characteristics) but rather on what they do (the kind of skills which they exhibit in carrying out their jobs

effectively). I think you will agree his ideas are different from most of the work in this area. This approach suggests that effective administration rests on three basic developable skills: technical, human, and conceptual.

As used here, technical skill implies an understanding of, and proficiency in, a specific kind of activity, particularly one involving methods, processes, procedures, or techniques.

Human skill is the manager's ability to work effectively as a group member and to build cooperative effort within the team he leads. The person with highly developed human skill is aware of his own attitudes, assumptions, and beliefs about other individuals and groups; he is able to see the usefulness and limitations on these feelings. By accepting the existence of viewpoints, perceptions, and beliefs which are differenct from his own, he is skillful in understanding what others really mean by their words and behavior. He is equally skillful in communicating to others in their own contexts what he means by his own behavior.

Conceptual skill involves the ability to see the enterprise as a whole; it includes recognizing how the various functions of the organization depend on one another, and how changes in any one part affect all the others; and it extends to visualizing the relationship of the individual business to the industry, the community, and to the nation as a whole. We may notice that, in a very real sense, conceptual skill embodies consideration of both the technical and human aspects of the organization. Yet the concept of skill, as an ability to translate knowledge into action, should enable one to distinguish between the three skills of performing the technical activities (technical skill), and coordinating and integrating all the activities and interests of the organization toward a common objective (conceptual skill).

Technical skill has the greatest importance at the lower levels of administration. As the administrator moves further and further from the actual physical operation this need for technical skill becomes less important, provided he has skilled subordinates and can help them solve their own problems.

Human skill is essential to effective administration at every level. However, human skills seem to be most important at lower levels where the number of direct contacts between administrators and subordinates is greatest. As we go higher and higher in the administrative echelons the number and frequency of these personal contacts decrease and the need for human skill becomes proportionately, although probably not absolutely, less. At the same time, conceptual skill becomes increasingly more important with the need for policy decisions and broad-scale action. In fact, a recent research led to the conclusion that at the top level of administration this conceptual skill becomes the most important ability of all.

This three-skill approach implies that significant benefits may result from redefining the objectives of executive development programs, from reconsiderang the placement of managers in organizations, and from revising procedures for testing and selecting prospective managers.

Let's move on to the tests which are used to measure the candidates. A very simple chrrt can be used to make sure the test battery being used is related to the position dimensions. I have listed some of the tests we use just to demonstrate this.

Tests used at Gulf Life for middle management positions are:

Shubert - This is designed for applicants for technical, supervisory, and highly skilled positions in industry. It is a test of an individual's (1) words, (2) numbers, and (3) ideas.

Mental Alertness - The Thurstone test of mental alertness measures an individual's capacity for acquiring new knowledge and skills.

How to Supervise - This test indicates an individual's insight and feel for supervisory problems, particularly in the art of human relations.

Cleaver - This is a test designed to measure behavior. There are two parts to the technique. Behavior of an individual can be measured and the behavior required in a job can be measured. The results can then be compared for compatability.

The next device is another approach to studying job dimensions and establishing job criteria. This is a technique developed and marketed by the J. P. Cleaver Company. There are two parts to the technique. The behavior required in a job can be measured and the behavior of an individual can be compared for compatability with the job requirements. A questionnaire is completed by the man on the job and his superior. An evaluation of the completed questionnaire provides human factors required for success in the job. A self-description by the applicant gives us a comparable pattern of behavior we can expect from the individual. A wheel shows the relationships between job requirements and expected behavior in four dimensions; drive, influencing of people, steadiness and compliance.

DRIVE to accomplishment in spite of opposition is required for developmental and managerial work.

INFLUENCING of people to act positively and favorably is the predominant behavior required to succeed in sales and promotional work.

STEADINESS in performing work to produce consistently in a predictable manner is required for success in operations and service and investigating work.

COMPLIANCE with exacting standards to avoid error, trouble, or danger is important in creative work or work requiring precision.

The candidate completes a self-description which is scored on the same behavior dimensions; drive, influence, steadiness, and compliance. This technique enables us to compare graphically the human factors required in the job and the self-description of the candidate. This makes possible a consistent criteria for the job, producing better understanding between the man on the job and his manager. In job placement the graph serves as a standard for selecting or promoting individuals for the job.

A study of values is also valuable. The study of values aims to measure the relative prominence of six basic interests or motives in personality: the classification is based directly upon Edward Spranger's types of men, which defends the view that the personalities of men are best known through a study of their values.

The test consists of a number of questions based upon a variety of familiar situations. In all there are 120 answers, 20 of which refer to each of the six values.

1. THEORETICAL

The dominant interest of the theoretical man is the discovery of truth. Since the interests of the theoretical man are empirical, critical, and rational, he is necessarily an intellectualist, frequently a scientist or philosopher. His chief aim in life is to order and systematize his knowledge.

2. ECONOMIC

The economic man is characteristically interested in what is useful. This type is thoroughly practical and conforms well to the prevailing stereotype of the average American businessman. He wants education to be practical and regards unapplied knowledge as waste. In his personal life he is likely to confuse luxury with beauty. In his relations with people he is more likely to be interested in surpassing them in wealth than in dominating them (political attitude) or in serving them (social attitude). He sees God as the giver of good gifts, of wealth, prosperity, and other tangible blessings. Sales people should be high economic.

3. AESTHETIC

The aesthetic man sees his highest value in form and harmony. He regards life as a procession of events; each single impression is enjoyed for its own sake. The aesthetic attitude is, in a sense, diametrically opposed to the theoretical; the former is concerned with the diversity, and the latter with the identities of experience.

4. SOCIAL

The highest value for this type is love of people and in the study of values it is the altruistic or philanthropic aspect of love that is measured.

5. POLITICAL

The political man is interested primarily in power. Leaders in any field generally have high power value. At a study conducted at Sears Roebuck and Company success was found to correlate with the desire for power if those with the desire were also intelligent, socially competent and emotionally stable and had physical vitality.

The study of values when used in connection with self-description provides information about the behavior, characteristics, and motivation of the person. Self-description will identify the behavior pattern of the person, and study of values will give an indication of what's important to him. For example, a highly aggressive person and a cautious person may have the same values which could be high economic and political. Both value the same kinds of things and both are motivated to achieve them. However, the aggressive person will move faster, take more chances and strive for power while the conservative and cautious person will move more slowly, make fewer errors and back his position before acting.

Biographical data supplies additional information for placement. The purpose of biographical data is to match essential data against position specifications. This will reduce the amount of time spent in interviewing obvious unqualified applicants. It allows those making employment judgements to have available in writing sufficient information about an applicant to make an initial decision of whether or not the candidate can perform the duties of the position. Some fairly sophisticated work has been done on the use of biographical questionnaires. We do not use one at Gulf Life, but you may be interested in some recent research done in the life insurance industry.

A study has just been completed involving six life insurance companies over a period of 14 years. A questionnaire comprising 35 questions grouped as shown below was used with each candidate selected for a middle management job. The criteria used to compare the biographical information against was salary progress and termination. Some of the relationships found between biographical data and termination and salary progress were:

1. BACKGROUND AND FAMILY HISTORY

   A. There is a tendency for those from small to medium sized towns to remain on the job, whereas those from larger cities tend to have a much higher rate of termination.

   B. There is a strong tendency for candidates whose fathers were professionals to have terminated their jobs, while those whose fathers were skilled workers tend to have remained on the job.

C. There was no significant correlation between these items and salary progress.

2. EDUCATION

A. Individuals with master's degrees tend to remain on their jobs more so than individuals with bachelor's degrees.

B. Having plans for further study has no relationship with termination.

C. Scholastic standing in college has some bearing on salary progress.

3. MARITAL STATUS AND DEPENDENTS

A. Number of persons dependent on the employee for support shows relationship to termination.

B. Whether the employee's wife has a full-time job or not seems to influence termination.

4. INTEREST AND ACTIVITIES

A. Study indicates that the fewer friends the employee had, the greater the probability that he would leave his job.

5. JOB INTEREST AND EXPERIENCE

A. History of job terminations was not related to termination.

B. Employees who left "to make better use of abilities and training" have tendency to remain on present job.

6. FINANCIAL SECURITY CONCERNS

A. Employees who carry life insurance tend to remain on their job.

B. Those who receive an annual income from investments are less termination-prone, than those who receive no income from investments. (Need for security or future-oriented planning?)

Results of the study indicate that companies differ in the degree to which salary progress and job termination can be predicted from biographical information. Another conclusion reached was that biographical items often provide more information about the organizations than about the individuals who are subjects of the study. The lack of consistency in the validity of items across companies was simply that

the six companies involved differed to a large degree on such things as promotional and personnel policies. Therefore, biographical information has potential value not only for making predictions about an employee's future job success, but also as an index to the behavior of an organization.

In summary, let's take an overview of the validity of the different selection devices:

1. We can have most confidence in our selection when we see the employee actually perform the job under normal circumstances.

2. Next, and almost equal in value, is performance on a job in the same organizational environment that is different only in degree from the job to be filled.

3. Biographical.

4. Tests.

5. Interviews.

We can say in general -- subjective methods of selection are as valid as the competence of the evaluation and when data on validity are not available, the safest course is to use both subjective and objective methods. Finally, since people are complex combination of strengths and weaknesses it is best to use several devices to adequately measure both.

We began this discussion by pointing out that there are two schools of thought on management development. It's safe to say the future success of our organizations is largely determined by how well we develop middle management today. To do an effective job of developing management talent requires our best efforts in; (1) organizational planning, (2) selection of personnel, (3) career planning, (4) training, and (5) compensation which will reward managerial talent.

Failure to develop good selection programs makes no more sense than for a mechanic or plumber to work without a full set of tools.

The development of managerial talent is too important to leave entirely to training and development. We must do a better job in all middle management programs.

Herman Greenberg
Personnel Officer
Free Library of Philadelphia
Philadelphia, Pennsylvania

CIVIL SERVICE AND THE SELECTION PROCESS

I should like to devote the time allotted to me to present a view of civil service as it molds and governs many of the personnel administration functions of a large metropolitan public library system in the area of selection. I intend first to discuss civil service in general terms. Then, I intend to describe the manner in which civil service affects the selection process of a library.

"What is civil service?" The term civil service is sometimes used to generally describe all of the civilian positions in government, in distinction to the military positions. More specifically, civil service refers to the positions in a jurisdiction to which civil service laws and regulations apply. These positions frequently are referred to as the career service. At this juncture, I may surprise a few of you by stating that I do not intend to discuss civil service systems as such. Instead, I intend to describe a merit system in the public service. Frequently, the term civil service is used as a synonym for merit system, but these terms need not be synonymous. A merit system may exist without a civil service law or commission. Conversely, a civil service law may provide for a civil service commission, but a true merit system may, in reality, not exist. Such a situation may exist in a jurisdiction dominated by a political party. For the sake of convenience, I, however, will violate the distinction I have drawn between civil service systems and merit systems and use these terms synonymously.

The term merit system is frequently defined as a method of selection and retention of public employees. It is now also used to include many other phases of a personnel administration system: promotion, compensation in relation to the character of the job, and working conditions. O. Glenn Stahl defines a merit system in its broadest sense as "a personnel system in which comparative merit or achievement governs each individual's selection and progress in the service and in which the condition and rewards of performance contribute to the competency and continuity of the service."

A sound merit system should include many of the following elements:

(1) a classification of positions according to duties and responsibilities

(2) a central personnel agency adequately staffed and financed

(3) an equitable compensation plan related to the classification system

(4) open competitive examinations or other competitive selection devices (for all positions except those which involve policy-making)

(5) a probationary period to supplement and complement the examinations

(6) on-the-job training

(7) performance evaluation programs

(8) uniform rules for leave and hours of work and other conditions of employment

(9) provision for promotion by merit

(10) in-service training

(11) a system of separations including those by retirement and dismissal

(12) agency personnel officers

(13) certification of appointments by the central personnel agency

(14) an adequate retirement system

(15) prohibitions against political assessments and political activity

(16) supervision and administration of the merit system by the central personnel agency.

Obstacles to Merit Systems

1. The Charity Concept

To many, including much of the public, job seekers, and politicians, the public service is an area of employment in which jobs should be provided on some basis which is believed to be equitable; for example, on the basis of need, ethnic origin, or geographic locality.

Legal provisions embrace the charity concept in many jurisdictions. Such laws include residence requirements, veterans preference laws, low salaries for top jobs, and restriction against the number of persons from the same family who may hold a public job in a jurisdiction. To a lesser or greater degree, these laws are incorporated in most jurisdictions in the United States. It is unusual, except for organizations dedicated to merit systems and academicians, to find the view that government as an employer is seeking the best possible talent. Finding the best qualified person to fill a particular

job is of special importance in the contemporary world as government assumes greater responsibilities and adopts modern technology to carry on its functions.

2. Special Interest Groups

The two major types of groups which tend to come in conflict with the merit system are employee unions and war veteran organizations. Occasionally, employee unions, when it suits their purposes, do support merit system principles. Failure of employee organizations to consistently support the merit system is understandable, since their primary function is to foster the interests of their members.

In many cases, an employee union which seeks to advance the cause of its members through collective bargaining also directly or indirectly functions as a potent lobbying force. Rare is the politician, even if enlightened, who can resist surrendering to a union which has a substantial membership, and, therefore, a large body of voters over a matter relating to merit system principles.

3. Negative Prestige

The lack of prestige associated with public employment is a serious hindrance to attracting desirable people into public service. The competition provided by private enterprise, particularly because of the financial rewards, places governmental employment in a relatively poor position with respect to status and prestige. In recent years, however, altruistic motivation of young people, who are especially capable, has caused many of them to enter public employment in preference to the private sector.

4. Patronage

Large numbers of jurisdictions are still plagued with application of the spoils system. The reasons for the widespread existence of the patronage system include the philosophy of, "To the victor belong the spoils"; the rationalization of attempting to insure responsiveness to the wishes of elected officials; and, perhaps most important is the apathy of the electorate.

Even in those cases where a patronage system and a merit system exist side by side in the same jurisdiction, all of the personnel actions in the merit system become suspect. The requirement of a political test in combination with merit system requirements confuses the issue and discourages those highly motivated and qualified people who might seek appointments to positions. Another serious problem created in an environment where a patronage and merit system exist in combination is the issue of how a merit system supervisor controls and disciplines a politically appointed supervisor. Patronage, as used here, refers to the utilization of the public payroll as a reward for service to a political party and not the designation by a chief executive or an elected official of an appointee to set policy for a public agency which conforms to the broad goals of the chief executive.

5. Employee Organizations

Perhaps the newest and, increasingly, the most important factor affecting merit systems is the public employees labor organization. In an increasing number of cases throughout the country, collective bargaining agreements which have been negotiated between public employee unions and the administration of governmental jurisdictions are in violation of merit system principles. Frequently, management accedes to the demands of the union because strikes are threatened or even invoked. In such cases, despite legal prohibitions against strikes by public employees, recent experience has shown that even though these statutes are applied by governmental executives strikes are rarely, if ever, averted. Because of the nature of the functions of government, such as trash collection, the administrators of a jurisdiction usually surrender to the demands of the union.

In addition, the unions because they represent sizeable memberships with their families who are eligible to vote are not at all hesitant about applying political pressures to secure their goals. Politicians who, above all else, are pragmatists usually yield to this type of pressure.

Whichever of the two, and many times both approaches are used, strikes or reprisal at the ballot box or voting booth, the integrity of a merit system is frequently subverted.

6. Failure To Respond By Central Personnel Authorities

Another general but serious problem which can affect the operation of an effective and efficient merit system is the unresponsiveness of a central personnel agency to the problems of operating agencies such as a public library and also failure to respond and to react to changing social and economic conditions.

Many of the executives who administer central personnel agencies entered the profession during the great depression of the thirties when employment in the private sector of the economy was virtually impossible to find. In many cases, unfortunately, the approach to administration of a merit system still bears the stamp of a depression era mentality. Instead of dynamism, innovation and even exploration, there is a status quo mentality which pervades the operation of a central personnel agency. Of course, the reactionary attitudes of these central personnel agencies as reflected by the executives tend to discourage eager young personnel technicians and administrators from joining the agency, and at the same time encourage interested and imaginative young people to depart. The result frequently is mediocrity.

As I have mentioned, central personnel agencies tend to be unresponsive to the needs of operating agencies such as public libraries, water bureaus, and so forth. These agencies tend to operate in a vacuum.

They are not faced with the day to day pressures of providing a direct service to the public. As a result, vacancies remain unfilled over long periods of time, a pay inequity continues or a classification problem goes on interminably.

There, of course, is a real advantage to having a central personnel agency operate in an "ivory tower." Carefully considered, unimpeded, and obejctive decisions can more readily be made in such an environment, all things being equal.

I should now like to trace, in a general way, the manner in which a public library goes about filling a position in the context of a civil service merit system.

First, when a position becomes vacant, the personnel officer of the library is required to prepare a duty statement which describes the duties and responsibilities of the position. The information for this duty statement usually comes from the division chief or staff officer who exercises line authority over the functions carried out by the position. When the personnel officer satisfies himself that the duty statement reasonably conforms to the class specifications, he submits the duty statement to the Classification and Pay Division of the central personnel agency. A class is defined as a grouping of similar positions into one grouping or category.

The class specification has a number of elements which usually includes a title, a general defintion of duties and responsibilities; illustrations of the work performed; knowledges, skills and abilities needed to perform the work; desirable or minimum requirements; and, perhaps, a statement regarding physical and medical standards.

After the duty statement has been received by the Classification and Pay Division of the central personnel agency, they review it, and, if satisfied that the statement conforms to the class specification, they will pass it on to the Certification unit. If, however, they have some questions, they may wish to perform a desk audit which entails interviewing the personnel officer, the immediate supervisor to whom the incumbent of the vacancy would report and division chief.

After the interview, the personnel technician, who has conducted the audit, prepares a report making a recommendation to his superior. If the Classification and Pay Division does not concur that the position falls within the class concept, discussions with the library personnel officer can go on -- sometimes interminably -- until the issue is resolved. Finally, the duty statement which has been prepared on a form which constitutes a requisition for -- let us say as an example -- a Librarian Regional Administrator.

The Certification unit, if there are people on the appropriate list or register, will certify a group of names, usually from two to five or even more, depending on the jurisdiction, and whether it has

2

a "rule of two" or a "rule of five." If there is no appropriate list or register -- as is the case usually with librarians -- then the fun or more correctly the frustration begins.

The personnel officer then prepares a memorandum to the examinations division requesting the official announcement of the civil service examination for Librarian Regional Administrator. Usually after several weeks delay, the announcement is issued requiring both a written and oral examination, and weighted sixty to forty percent in favor of the written examination, the usual practice for middle management positions.

At the same time the request for the examination announcement was prepared, the personnel officer submits a memo to the Civil Service Commission requesting a class residence waiver which permits the person ultimately appointed to the position a period of time, perhaps up to a year, to establish residence within the jurisdiction. After waiting a period up to several weeks for approval of the residence waiver, it is usually granted by the Civil Service Commission because they have by now become sensitive to the critical shortage of librarians. Finally, the examination announcement is released containing a statement regarding the residence waiver.

At this time, the library personnel officer is officially permitted to begin recruitment to fill the position. In all probability, the more alert personnel officer has already begun the recruitment process by submitting advertisements to all of the major professional publications, and, perhaps, the New York Times. He also probably will recruit at professional conferences if such a conference occurs at a propitious time and he will also utilize other recruitment sources which he has developed.

Finally, after a substantial period of time has elapsed and a sufficient number of qualified applicants have filed for the examination, the personnel officer will request that the written section of the examination be administered. Arrangements for the written segment of the examination to be administered throughout the country can be made for those applicants who do not reside in or near the metropolitan area.

One of the major problems with respect to the selection process in most jurisdictions is the character of written examinations. The vast majority of written examinations in most jurisdictions are not valid, although they do have face validity. Validity of an examination is usually defined as whether the examination actually tests what it is supposed to test and therefore will predict success on the job. Face validity merely means that the examination appears to test the subject by asking questions which have to do with the subject. In some cases, not only are civil service examinations not valid but they may actually be negatively valid, i.e., the people who pass the examination or do best in the examination are the most poorly qualified to competently perform the duties of the job.

The problem of invalid examinations usually stems from the fact that central personnel agencies are usually granted the bare minimum amount of resources in terms of funds and staff to carry out their responsibilities. Accordingly, the central personnel agency simply

does not possess the wherewithal to perform validation studies which are expensive in terms of staff time and money. For example, in Philadelphia, approximately 1400 classes exist, and there may be as many as a few hundred classes being tested at one time.

Upon completion of the written portion of the examination, those applicants who are successful are then notified to report for the oral section of the examination. In the case of the oral examination, the applicants actually have to visit the jurisdiction. An oral board is convened, usually composed of three members who are prominent in the profession, and who are considered to be especially qualified to serve as raters for the class which is under examination. The candidates are required to visit the jurisdiction for the examination at their own expense.

With respect to the oral section of the examinations, most psychometricians tend to agree that an interview is probably one of the poorest methods by which to select a person for a job by itself because it is not highly predictive. In concert with the written examination which is probably not highly valid, we have a relatively poor selection device.

Upon completion of the examination process, a register or eligible list is prepared, composed of the names of those who have been successful on the examination in the order in which they have been assigned numerical ratings on the weighted examination. The certification unit then certifies the names of the eligibles in accordance with the jurisdiction's regulations governing certifications. Depending upon the regulations, one to possibly eight or more names are certified. At this point, all things being equal, the personnel officer will review the names and request references from former employers, and if permitted by the eligible, his current employer.

Frequently, at this time, the personnel officer is faced with the problem of veterans preference. State veterans preference laws vary from state to state and the degree of preference varies from permanent absolute preference to less stringent applications. In some jurisdictions, all veterans who pass the civil service examination, go to the top of the register regardless of the rating on the examination, and of course, must receive appointments before any non-veterans.

In other jurisdictions, veterans who make a passing score on the examination have points added to the score, usually anywhere from five to ten. In some jurisdictions, not only do veterans who are eligible and apply for preference receive points but also must receive preference in appointment if certified with a non-veteran. Each state and, of course, the federal government have statutes specifying how veterans preference applies within the jurisdiction.

There are basically two philosophies from which veterans preference laws in the public service arise: (1) as a continuing reward for military service, and (2) as an aid to assist the veteran to adjust to civilian life. Both concepts are embodied in the various acts governing preference. The fact that most citizens readily accept the reward concept is an indication of the low esteem that citizens hold of the

importance of the public service. If the reward philosophy were carried to its logical conclusion, the only limitation on the nature and extent of the reward would be of an economic character. Under this approach other forms of preference such as preference in promotions and transfer and in layoffs are usually supported. The major flaw in the reward concept is the violence it does to an effective and efficient public service.

The readjustment concept, when applied in veterans preference laws, takes a more reasonable approach and does not have the same adverse affect on the public service. Frequently, the statutes applying this philosophy stipulate the use of veterans preference for a limited period of time following separation from the service. Of great importance also is that the use of this latter concept does not provide for application of veterans preference for purposes of promotion and layoff. In 1955, the Hoover Commission proposed a five-year limitation on veterans preference.

As you can see from the fairly complicated process which I have just described, the selection procedure seems to be calculated to discourage highly qualified candidates from accepting appointments to a civil service merit system. In principle, many of the safeguards which are built into a merit system in the public service are necessary to prevent appointments being made on basis other than that of merit. In practice, the procedures which represent the methods of safeguarding the integrity of the merit system can usually be improved or streamlined to eliminate the appearance that roadblocks have been erected. One problem, aside from the problem of the outmoded philosophical approach stemming from the era of the thirties, when the great depression made public service attractive and highly competative, is the philosophy of control. Many central personnel agencies are control oriented rather than service oriented. This means that many of the procedures which need change in order to encourage highly competent people to enter and remain in the public service are not modified. Instead, the central agency zealously guards against encroachment by the politicians of the jurisdiction and even imaginary violation of the merit system by the operating agencies.

Although there are a great many difficulties in conducting an effective and efficient personnel program within the setting of a public service merit system, a reasonably good personnel program is possible. Unfortunately, much of the energy which could and should be devoted to positive programs such as recruitment and training is wasted instead on the procedural requirements. Still, many of the best personnel programs are administered under such conditions.

Next, I should like to discuss selection from inside the service. The merit system principle of selecting the best possible person for the job should also apply to the internal selection policy. O. Glenn Stahl puts it well when he says, "The proper determination of positions which can be filled by selection of the ablest employees for advancement, the development of employees to their maximum usefulness, and the proper balance between inside and outside recruitment lie at the very heart of good personnel administration."

In other words, promotion from within the service is simply one aspect of a total selection program. Some governmental agencies take great pride in a rigid promotional policy. Invariably, these agencies are far from effective in carrying out their responsibilities.

In such systems, there is an emphasis on seniority. It is not too rare in such agencies or jurisdictions to find cases where a clerk has worked his way up the system to become director or chief. Of course, among these cases, occasionally one can find excellent administrators because the clerk who became an executive is brilliant, energetic and possesses a natural genius in the sphere of administration. More often, however, such self-made executives are seriously unqualified for thier top positions. In such cases, a clerk in an administrative job functions as a clerk. Over dependence on years of experience, or in effect seniority, as the one objective measure of qualification for promotion is unsatisfactory because ten years of experience can often represent one year of experience ten times.

Good promotional systems should contain the following elements: (1) appropriate qualification standards for key positions; (2) satisfactory methods of discovering and determining who the best candidates are within the organization; (3) satisfactory methods for measuring competence and potential; (4) comprehensive training programs to prepare promising staff for advancement; (5) allowance for promotion and transfer across administrative lines providing as broad a broad field for selection and promotion as possible; (6) clear demarcation between clerical jobs and executive jobs, so that the executive jobs are not automatically filled from the clerical ranks.

The benefit of filling positions, particularly middle and top management positions are clear. The merit system must offer career opportunities to attract and hold on to capable young staff. One of the most important incentives is the opportunity for professional growth and advancement. For young, ambitious staff, this outweighs all other matters. Not only does such a policy aid morale, but also assists in recruitment.

One factor restricting and inhibiting the policy of promotion in many jurisdictions has been the method of selecting candidates for entrance positions on the basis of specific skills rather than on capacity or general ability. Such procedures involve the filling of specific and highly specialized positions without concern to other related positions or to promotional possibilities. Frequently, such a policy is based on a legal requirement that the qualifications established and the test utilized must be clearly related to the particular position to be filled.

In the administration of the promotion policy, two approaches exist. One approach is to permit the appointing authority absolute discretion. The second is that promotions should be controlled by the central personnel agency. Usually, in the case of promotions, the major determinant should be the record of performance and achievement

of the candidates. This is best known by the appointing authority who also possesses a better knowledge of the duties to be performed and the qualities necessary to perform them.

Although it is important and a good principle of personnel administration that the agency head have considerable freedom of choice, if a uniform and standardized promotion policy is to exist, it is inevitable that there has to be some limitation on the authority of the administrator to appoint. Practically speaking, therefore, neither the appointing authority nor the central personnel agency has absolute power in the promotional process. The appropriate area of responsibility for the central personnel agency is in the establishment and supervision of the formal process for promotion.

There are four general methods for determining promotions: (1) comparative performance; (2) seniority; (3) examination; and, (4) trial on the job. The most common of these is the examination which is usually the most restrictive.

Relatively few administrators realize that a probationary period is an integral part of the total selection process. Almost invariably, civil service merit systems provide for a probationary period. Probationary periods vary in length from one jurisdiction to another but most are six months long, and few exceed one year. Technically, the probationary period is considered part of the examination process. Probationary periods are too infrequently used to measure intangible qualities not measured by the formal examination process; it provides the means by which mistakes made during the previous stages of the selection process can be corrected.

Experience suggests that too few separations occur during the probationary period, and that serious personnel problems which arise could be avoided by proper use of the probationary period. Some positive uses of the probationary period include training, orientation, adjustment and improved placement. Although important, the effective use of the probationary period cannot substitute for a sound selection program; it can, however, be used to check on the other phases of the selection program.

Much of what I have presented appears to present civil service systems in a negative light. Despite the problems inherent in such a system, many superior and outstanding personnel programs exist within the framework of such a system. The alternatives are too frightening to contemplate.

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OPPORTUNITIES FOR GROWTH

Sitting in my office in Dallas I could see all kinds of possibilities developing within this topic. I could see the possibility that every speaker who came ahead of me would say what I was going to say, so it was necessary to define some limits for my remarks this morning. Looking first at our Institute topic, "Ways of Developing Leadership," and at the topic assigned to me, "Opportunities for Growth," I will pass on to you the subtitle which I assigned to this paper: "Staff Development through On-the-Job Motivation." This will define for you my interpretation of "Opportunities for Growth" and provide a framework for my presentation.

The comments which I shall make this morning are based on this premise: Efficiency is the job of the educator; proficiency is the job of the employer. This puts responsibility for providing opportunities for growth squarely on the shoulders of every supervisor.

Equally important to staff development is acceptance of the fact that each and every supervisor on each and every level -- not just top management -- has a responsibility in this work.

All of us have had an employee say, "But I don't want to be a manager. I want to work with people." And you know when they say this, "people" comes through in neon lights.

Obviously, when you go into management, you don't stop working with people, you just transfer to a different team, for a good manager should assume the responsibility for developing each person on his team to his fullest potential. To me that is the prime responsibility of a manager to his staff.

There may be some supervisors left, very few I hope, who question whether such responsibility for staff development should be their concern. I have heard some say, "When we get this young person out of library school we want him to be everything he can be the day he comes on the job." This seems a very unfair attitude toward the library school. As I said earlier, I think efficiency is the library school's responsibility, but proficiency is our responsibility on the job. We had better provide opportunities for growth within our organization and within our staff situation. If we do not, we are shirking basic responsibility, not just to our own profession, but to the taxpayer or the company that pays the bill. It is simply the responsibility of management, 1970 style, to develop each human being to his utmost capacity. We are dealing with people -- especially young people -- as human beings, and today's

personnel attitudes are no longer characterized by the technique of "power-over" workers but by the philosophy of "power-with" workers. For this reason alone, it seems to me that this particular topic gains singular significance in personnel utilization.

I was curious as to when the personnel emphasis began to shift from the technique of "power-over" people to "power-with" people as applied to staff development in our libraries.

Dr. Joseph Wheeler in his 1946 volume Progress and Problems in Education for Librarianship wrote of the "selection of personnel, the understanding and appreciation of people" and "a special aspect of supervision, the developing of assistants as individuals." As in so many things, Dr. Wheeler was ahead of his time, for staff motivation was not yet a household word in library literature in the 1940's. It began to appear more frequently in the 1950's and to become of prime concern in the 60's when libraries began to move slightly beyond the fringe of economic worries and into the realm of more complex personnel concerns.

Now we are about to move into the 1970's when more and more emphasis is on the individual, his behavior and his hopes for his future. We are about to move into the 70's with the most diversified opportunities for service we have ever experienced. And we are about to move into the 70's with a grave shortage of experienced librarians to meet such opportunities as work with diversified socioeconomic groups, implementation of network administration, work with a new breed of adults, etc.

So: We are faced with the question of how do we go about developing our employees to meet these leadership needs? How do we go about preparing our employees -- especially the fine young people on our staffs -- for more responsibilities, for better positions, for professional growth? Four elements seem necessary in order to properly set up opportunities for growth in a library:

A. RECOGNITION of the motivation needs of the 1970 employee
B. ACCEPTANCE of the supervisory patterns of the 1970 manager
C. PROVISION for an organizational climate for employee development
D. OPPORTUNITY for growth

A. MOTIVATION needs of the 1970 employee:

1. Individual responsibility -- He desires and expects a certain freedom to act as an individial. This requires a measure of flexibility of regulations and some freedom on the job. Flexibility begins with the job description. I don't think that we should write job descriptions so tight that the person coming into the job feels that he has no opportunity to handle something new which comes up, because if he has the opportunity to handle something new, if he is properly supervised, and if he is capable of handling it, great. You are on your first step of finding out what this employee can do.

2. Desire for involvement -- Today's employee desires to have the sense of belonging, of helping to achieve the goals of the organization. He wants to participate in decision making. I think the 1970 employee has a highly developed awareness of involvement in decisions which affect his welfare, if he has a sense of identification with both the problem and the solution. The speaker who will follow my remarks has as his topic, "Decision Making: Delegation of Authority," so I'm not going to discuss this at all; I'm going to hit it very lightly, but you can't talk about involvement without mentioning the words "decision making."

3. Opportunity for self-development -- Today's colleague asks "how" and "why." He seeks an opportunity to be creative, to show initiative, to produce and to grow in healthy competition with his colleagues; and to me healthy competition is a very key phrase. I am fortunate in working with a staff of young librarians. Some of the things that we have accomplished have been accomplished because these youngsters have among themselves found healthy competition, and I think our organization has benefited from it.

4. Recognition of effort -- Today's employee wants to be appreciated, to be made to feel necessary, and to be given credit for his work.

5. Pride in achievement -- He desires a sense that he is personally contributing to the company; if he feels he is, he can often be motivated beyond expectation.

6. Personal dignity -- Today's employee wants to know his supervisor, and he wants his supervisor to know him as an individual; above all he wants to be treated with dignity and with respect. Now you may say this should go beyond saying. I hope it does, but I have seen supervisors who have obviously not heard this. Every supervisor on every level can motivate through this effort.

So: To motivate the 1970 employee, consideration should be given to his need for: (1) individual responsibility, (2) desire for involvement, (3) opportunity for self-development, (4) recognition of effort, (5) pride in achievement, and (6) personal dignity.

B. SUPERVISORY patterns of the 1970 manager

1. The 1970 manager creates a good work climate. To do this he must recognize each employee as an individual with separate characteristics, personality, and needs. He must establish proper relationships between the individual and the supervisor by building mutual confidence, by giving credit whenever due, and by realizing mistakes do occur. It's not too difficult, or at least it seems to me that it's not too difficult, to find out if a supervisor has created a good work climate. I think one of the tests is to watch that grapevine operation we talked about during yesterday's session. See if you get the first word of a new situation from a supervisor.

If you get it from the employee, then you're in trouble. That word should have come from the employee to the supervisor. However, if that employee bypasses the supervisor, then it seems to me there's something wrong with the work climate.

2. The supervisor provides opportunities for development. He does this by delegation and by decision making opportunities. He gives good people more than they can do, provides chances for participation in the development and administration of policy making, and provides opportunities to perform, to think, and to grow.

3. The 1970 manager sets high work standards. Every employee deserves to know what he is supposed to do, but more important, what he can measure himself against. That leads into my fourth point of six under supervisory patterns.

4. The good supervisor evaluates employees openly and fairly. To do this he must appreciate the uniqueness of each man. Again, I keep repeating this theme of the employee as an individual, as a human being, because such he is. Each employee is a person; he deserves a full and honest evaluation. The supervisor needs to talk with the employee and not to the employee. If you do evaluations of your staff as we do, at regular intervals, the first evaluation for a new employee comes at six months, the next one at the end of a year, and beyond that it's an annual thing. Be careful or you can get into a rut on evaluations. All of a sudden you find yourself saying nice nothings, and your evaluations become absolutely worthless, both to your institution and to your employee. So I do think that the supervisor, if he is going to talk to the 1970 model employee, had better be prepared to sit down and have a very frank and open discussion with the person he is supervising.

5. The 1970 supervisor communicates with his staff. We have talked about communication already, so let's underscore one thing that was said: Communication means listening as well as talking. My feet are getting awfully tired, having been a librarian for so many years, but I still enjoy walking through our building and having conversation with staff members. I don't think a walk of this kind is the time nor place to get into long involved personnel discussions, but it is a marvelous way to find out a little bit about the staff members without their having to be in a very formal situation. When you communicate, trust and sincerity must come through; an employee can spot insincerity or disinterest as well as you can. Last week end our personnel director attended a personnel conference at Southern Methodist University. The professor told her that we communicate now only thirty percent by words. Seventy percent of communication is by gesture, by dress, and by action. This seventy percent seems high to me, and I'm not sure that I would agree with him, but I do think that we now communicate less by words and more by these other means. We'd better watch those gestures and those words and those smiles as we walk through our buildings. I think I'll try to do a better job when I get back.

6. The 1970 manager is loyal to the organization. I'm not talking about blind loyalty. I'm talking about an understanding and an appreciation of the goals of the organization, because unless the supervisor possesses this quality of loyalty, in my estimation, he cannot properly motivate his employees.

So: Supervisory patterns of the 1970 manager include (1) creating a good work climate, (2) providing opportunities for development, (3) setting high work standards, (4) evaluating employees openly and fairly, (5) communicating, and (6) being loyal through an understanding of the organization.

If we recognize the people-oriented aspects of employee motivation, what else is necessary to establish the proper setting for growth opportunities?

C. PROVISION for an organizational climate for employee development:

A climate must exist within the organization to motivate the employee to pursue growth opportunities and to encourage the supervisor to provide these opportunities. Contributing to this climate can be factors such as these:

1. Social environment which encourages leadership -- Dr. Goldhor presented a magnificent presentation of democratic administration which would lead to proper social environment for the encouragement of leadership development.

2. Intellectual climate for work stimulation -- This one would seem self-explanatory.

3. A clear statement of the organization's goals and the existence of a planning process to achieve these goals -- I would suggest that the goals be published. I'm not saying that goals have to be the same for every unit within the system; and, of course, top management would formulate the chief statement of goals. Our statement of goals is published in our staff manual, and we try to update it every year.

4. A clearly defined set of priorities and mechanism to provide opportunity for continuous review -- The fine people on your staff should have a part in restructuring and reframing the goals so that they will be in line with the changing times. Then staff should have a voice in determining priorities and in developing a proper mechanism for successful implementation.

5. Stimulation of a sense of personal identification with library welfare -- And if today's 1970 style manager can achieve this response with his employees, he's on the road to achieving a successful working climate.

Even if an organizational climate for employee development is present, we can still lose good employees. You still have to recognize, I think, that the opportunities just don't occur on their own; you have to make them; you have to be able to recognize them; and you have to be able to handle them to your advantage. Opportunities existing but not turned toward the benefits of the agency, of course, are not going to be much help to you. I want in my last few minutes to take a look at four kinds of opportunities. Now, just for purposes of discussion, I separated these into four categories; when you hear them you will realize that they are interchangeable. I want to get certain ideas categorized here, and here again I am going to treat these briefly because we may be coming back to some of these this afternoon when we talk about on-the-job training.

D. OPPORTUNITY for growth:

Let's look at these four kinds of opportunities: (1) opportunities for administrative growth, (2) opportunities for personal growth, (3) opportunities for community-related growth, and (4) opportunities for scholastic growth.

1. Administrative growth

a. Group activities such as the Administrative Council which we discussed earlier in the week can be utilized. We have one at Dallas which we call ADCO, short for Administrative Council. When I don't call a meeting on Friday, the staff represented on ADCO want to know why. They are very curious people and they always have a great number of things on their minds. It seems to me that these activities give opportunities for growth because here you have a meeting of minds, an exchange of ideas, and if you can encourage a climate where arguments can begin, I think that is all to the good. We argue a lot at Dallas, and many of the arguments I lose, but the argument is the thing as long as it is done in the spirit of group activity where ideas can be exahanged. This in itself is a way for staff growth. Incidentally, I am not, of course, now speaking about the formal classroom presentation -- what I am talking about are the things that a supervisor can do within his organization.

b. Report writing -- If you have the proper structure for these reports, they will trace for you staff developments through work assignments. We have a requirement, a monthly report, in which we would like for the supervisor to tell us one or two of the things each of his employees has done over that month; and this includes the clerical staff. We have found that we can hire excellent clerical workers from college graduates in our areas. We can get some of the best recruits to go on to library schools from these staff members. This reporting is an exercise for the supervisor and an information exchange for top management, and I know it can signal a promising employee.

c. Rotation of employees -- In some systems this is expensive, and in others it's impossible. But it seems to me it can be done, even with a volunteer group. If you're a good supervisor, you know that you've got to get staff members into other areas; I think it can be done, and I think it should be done.

d. On-the-job training program planned and executed by staff -- We have had a number of branches opened in the last few years, and we find that on-the-job training programs, such as programs on filing, within our branches can be done very well by our technical services people; I have always thought that they are better people after they gave these presentations.

e. Special projects -- These can include things like the preparation of a bond issue. Ultimately the basic responsibility here is the administrator's, but you can't know everything about your city, its population movements and economic developments. I think that if you develop important projects such as bond programs by utilization of staff, they are the better for it, and so are you.

f. Exposure to the Board of Trustees -- I feel rather strongly about this one. Until I walked into the position of Assistant Director, I had never even attended a meeting of the board of trustees of anybody's institution. The Director who preceded me gave me a wonderful opportunity to sit in on these meetings, to hear the discussions, and most of all to find out how a group of trustees can act and interact. We have tried to bring to our board meetings, for reporting purposes, as many of our staff in supervisory positions as we possibly can. To expose your young supervisors to your board of trustees has a great deal of merit for administrative growth.

2. Personal growth. Here I am going to say some of the same things, but I would like to interpret them from a different angle; that is why I said this is an interchangeable sort of thing.

a. Group thinking -- We had a self-study on technical processes about two years ago and on the study committee we placed everyone from the Chief of Technical Services down to one of the clerks and one of the boys who puts on the plastic jackets. After a while the junior librarians were beginning to open up. They were saying things within a group that they might not have said to their supervisors. I think personal growth can be developed through such group activity.

b. Creative thinking -- Brainstorming sessions with various personnel have potential. You can talk to people and talk to people, but you always feel that there is sometimes a barrier between you. These brainstorming sessions will sometimes break down the barrier. I had a young man on my staff some time ago that I felt was just too polite whenever we held discussions. He'd respond in such a way that I felt there was a curtain somewhere between us, and I wasn't very happy about it because I felt that I was probably doing and saying the wrong things. Ond day we were arguing about a bookmobile stop. Bookmobiles bother me; the supervisors are always wanting to change the power poles, and that's expensive, so I said, "Look, is that really right, and why couldn't it be this way or that way." He said, "It can't, damn it, because it won't work!" And I thought, if that kid will say to me "damn it, it won't work," then I have, for the first time broken through something here. He never knew that he had said it, but I was delighted

that he had said it. After than meeting I felt that I could go up to him and say, "Well, damn it, it didn't work, did it?" This really did happen, and I felt that here in a brainstorming session, after many months of work, the two of us had found common ground for honest, frank discussion.

c. Professional organizational involvement -- The staff should be encouraged to participate on state and national levels. If any of you have the names of young ALA members who want to be on committees, I'll be very happy to receive them. But, as administrators, then see to it that these young people get to meetings, conferences, etc.

d. Representation of library at professional meetings, community meetings -- I think it is well for top management (Director, Associate Director, or even Chief) to occasionally say, "I'm going to stay home and I'm going to let Joe go to that meeting." As the manager you call him up and say, "I can't make it and would you go and represent the X Public Library today." If he's a good employee he will do well, and I think it will add to his personal growth and professional pride.

e. Staff Association -- I was one of the agitators to organize ours many years ago because we were after a shorter work week, so it was rather difficult when I reached the postion of handing in my resignation because I was made the Director of the Library. In Dallas, neither I nor my Associate Directors are members of our Staff Association. Here I think you can get great involvement with people and their problems. The Staff Association puts some more responsbility on top management, but after all that's pretty much what we're there for.

3. Community-related growth

a. Work with the press -- You know it's an awfully exciting thing for a young staff member to develop confidence in talking to reporters and seeing in the paper the first story he was involved in, the first news release, or the first feature story. For years we have not had a public relations director at our library. It's one of the positions I couldn't talk the City Council into giving us, so every staff member, within certain frameworks of policy, has had to take responsibility. I do think that working with the press not only establishes some good community-related lines, but also gives the staff member growth within that community.

b. Work with the City manager's office -- This happens to be the framework under which I operate. Who is that City Manager, what's he like, and what are his ideas? My City Manager is too busy to see me some days. But he has assistants and I have assistants. Let the two lines cross. I think the attempt to establish good lines between your community government, such as your City Manager's office and your own staff, has much merit.

c. Exposure to the Mayor and City Council -- There are times, of course, when staff must go along to make presentations; confidence in community growth is basic to this.

d. Membership in community projects -- In my home town we have had a project for several years called "Goals for Dallas." The Mayor and the City Council have involved my office in this very deeply and allowed me to involve staff. I think this is an example of how we can again make our supervisors and our employees part of the community.

If I have dealt with personal examples here, and I have, I don't apologize, because, after all, I have to tell you about things that I can speak about with some knowledge.

4. Scholastic growth

a. The supervisor has the responsibility to see that his staff gets to insitiutes.

b. Library policy should provide leaves for educational advancement.

c. If possible there should be some scholarships available for staff members.

d. Internships are a marvelous way to bring new people on to your staff, to develop them, to work with them. We have just one position for an intern, a nine-month kind of arrangement with The University of Texas. The intern comes to us and studies for nine months on the job, but this does give some opportunity for scholastic growth within the field.

e. On-the-job training should be provided.

Again, I don't have the time to go into detail on these; I suspect the next speaker is going into many of these as he discusses delegation of authroity and decision making, so let me summarize the question of developing leadership through four points.

1. This is an age of power-with people, not power-over people, and it does condition our responsibility to develop leaders. Let me provide you with a bibliography. On one side you will find what I thought was a rather amusing broadside done in Massachusetts in 1830 which I have labeled "Power over People" and on this side a very brief bibliography, "Power with People." Some of the newer writers who are dealing with this way of supervison are listed: Douglas McGregor, Peter Drucker, William Mitchell, selected articles from the Personnel Magazine. I had to include the Peter Principle and also Stone's Training for the Improvement of Library Administration.

2. A library which has a poor motivational environment will be forced to increase its operating costs to retain employees at a faster rate than a library where motivational freedom exists. Now this is getting down to the cost factor, but unless you provide this kind of motivational freedom you are going to find yourself trying to raise salaries, increase coffee breaks, do something about vacations; and in the long run you're goigg to lose those people anyway.

3. Motivation, like a good garden, requires two things, good seed and loving care. The good seed can be represented by the employee; the loving care had better be placed there by the supervisor; and if these two things come together, I do think you have a climate for motivation.

4. My summarizing statement is a quotation from John Gardner, whom I consider one of the top writers of this century. Mr. Gardner says, "In a society capable of renewal, men not only welcome the future and the changes it brings, but believe that they will have a hand in changing that future." It would seem that all of us should do the best we can to provide the opportunities for growth so that our employees, especially our good young employees, can have the opportunity to develop toward the leadership they seek so very much in our libraries.

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RULES & REGULATIONS
To Be Observed By All Persons Employed In The Factory Of
AMASA WHITNEY

FIRST : The Mill will be put into operation 10 minutes before sunrise at all seasons of the year. The gate will be shut 10 minutes past sunset from the 20th of March to the 20th of September, at 30 minutes past 8 from the 20th of September to the 20th of March. Saturdays at sunset.

SECOND : It will be required of every person employed, that they be in the room in which they are employed, at the time mentioned above for the mill to be in operation.

THIRD : Hands are not allowed to leave the factory in working hours without the consent of their Overseer. If they do, they will be liable to have their time set off.

FOURTH : Anyone who by negligence or misconduct causes damage to the machinery, or impedes the progress of the work, will be liable to make good the damage for the same.

FIFTH : Anyone employed for a certain length of time, will be expected to make up their lost time, if required, before they will be entitled to their pay.

SIXTH : Any person employed for no certain length of time, will be required to give at least 4 weeks notice of their intention to leave (sickness excepted) or forfeit 4 weeks pay, unless by particular agreement.

SEVENTH : Anyone wishing to be absent any length of time, must get permisison of the Overseer.

EIGHTH : All who have leave of absence for any length of time will be expected to return in that time; and, in case they do not return in that time and do not give satisfactory reason, they will be liable to forfeit one week's work or less, if they commence work again. If they do not, they will be considered as one who leaves without giving any notice.

NINTH : Anything tending to impede the progress of manufacturing in working hours, such as unnecessary conversation, reading, eating fruit, &c.&c., must be avoided.

TENTH : While I shall endeavor to employ a judicious Overseer, the help will follow his direction in all cases.

ELEVENTH : No smoking will be allowed in the factory, as it is considered very unsafe, and particularly specified in the Insurance.

TWELFTH : In order to forward the work, job hands will follow the above regulations as well as those otherwise employed.

THIRTEENTH : It is intended that the bell be rung 5 minutes before the gate is hoisted, so that all persons may be ready to start their machines precisely at the time mentioned.

FOURTEENTH : All persons who cause damage to the machinery, break glass out of the windows, &c., will immediately inform the Overseer of the same.

FIFTEENTH : The hands will take breakfast, from the 1st of November to the last of March, before going to work—they will take supper from the 1st of May to the last of August, 30 minutes past 5 o'clock P.M.—from the 20th of September to the 20th of March between sundown and dark—25 minutes will be allowed for breakfast, 30 minutes for dinner, and 25 minutes for supper, and no more from the time the gate is shut till started again.

SIXTEENTH : The hands will leave the Factory so that the doors may be fastened within 10 minutes from the time of leaving off work.

AMASA WHITNEY

Winchendon, Mass. July 5, 1830.

Ronald Foster
Administrator of Supervisory Training
Eastern Airlines
Miami, Florida

DECISION MAKING AND DELEGATION OF AUTHORITY

Today we are going to discuss decision making, have you participate in an exercise and then cover the area of delegation. We should have time at the end for you to ask questions. As a first step, let's take a look at some of the decisions librarians have to make today:

1. Should a library be open on Sundays?

2. To what degree should censorship be allowed?

3. What type of microfilm equipment should be purchased?

4. How is the budget to be prepared?

Before we get into a discussion on decision making, I want to briefly cover four steps in problem solving.

The first rule is obvious, but often overlooked. Identify the problem. When you identify the problem, you should describe the problem as precisely as possible, e.g., if you say books are not returned on time, what books are you talking about (fiction, non-fiction, research)? Is it a specific group of people who do not return the books on time, a company, books from the mobile unit, etc.? By being specific, it allows you to take a rife shot approach rather than a "shotgun" solution which sprays out a multitude of recommendations.

The second step or phase of problem solving is to collect and analyze data. After stating your problem, ask what information is needed? What information do I already have? Decide the sources for your information. Where can this information be obtained? Who can furnish the information? Are there records, books or people who have this information readily available?

Third, you should be objective in problem solving. Be cautious. It is easy to develop "facts" that support your own preconceived notions. To obtain objectivity put yourself in an outsider's position. Look at the overall picture. This isn't easy because often you are too close to the problem to be able to stand back and look at the facts. Don't base your solutions on assumptions; your assumptions may be unwarranted and you probably will be wrong more than 50 per cent of the time. Be careful of accepting too quickly and at face value what you learn from subordinates. Here are three ways you might be mislead:

1. The people involved in the problem area you are examining may not know the facts of the situation but are afraid to appear ignorant; so, often, they give you personal opinions as though they were well-established facts.

2. They may be tempted to give back the answer you put in their mouths. They will tell you what you have already decided you want to hear.

3. You may be diverted to problems other than the one you are interested in. Most people feel safer when their work is not being examined in connection with a problem. They will try to tell you the solution lies elsewhere.

Try bouncing your solution off someone else before submitting it higher up. If another person can find a flaw or flaws, you will have time to examine your solution or get additional facts to support a new solution.

This brings us to the fourth and final step, make a decision. In making a decision, keep your solution as simple, realistic and inexpensive as possible. Naturally, it is not economical to install a solution that is more expensive than the costs already being incurred. There are several questions to ask yourself that will help you achieve realistic solutions:

What are the minimum results which will be acceptable in the solution? In other words, set standards, have an objective. Ask yourself what the solution will cost in relation to the cost of the problem.

Is there anything already in existence, such as equipment, manpower, procedures or facilities which will solve the problem? Probably your solution will be more readily accepted if it can make use of existing facilities in contrast to a solution that requires substantial capital expenditures or increased operating costs.

Then look at factors that may affect the acceptability of your solution. Is the solution against library policy? The solution may be overtaken by events, e.g., if space is a problem, you may feel a new wing is the solution, but there may be plans for an entire new library to be constructed. This information cannot be released yet.

I believe a matrix is one of the best methods for clearly depicting your decision. Right now I am going to need your help in preparing this matrix. Let's imagine you are about to purchase a new car. Some of the decisions to be made will be:

How much money

4 door/2 door

Sedan/Station Wagon

Color

Equipment

8 cylinders/6 cylinders

Automatic/Standard

etc.

Prepare a matrix based on "musts" and "nice to have." See exhibit below:

			Auto Mfgr. A.	Auto Mfgr. B	Auto Mfgr. C	Auto Mfgr. C
Musts	$3600		X	X	X	X
	4 door		X	X	X	X
	New		X	X	X	X
	Sedan		X	X	X	X
	8 cylinder		X	X	-	X
	Automatic		X	X		-
Nice to have -- rated by priority	Color-Red	7	7	-		
	Radio	9	9	9		
	A/C	10	10	10		
	Power Steering	8	-	8		
	Power Brakes	6	-	-		
	Total		26	27		

Now this approach can be used in deciding what type of equipment to purchase for the library, e.g., what type of microfilm equipment should be purchased: Recordak, Bell & Howell, NCR, or a Xerox Micro-printer. Also, if you are responsible for the preparation and submission of a budget, this matrix is of great help. After submitting your budget, someone invariably tells you to cut it. So you go to your low priority

items and eliminate those and end up with your "must" items and some of your "nice to have" items.

Once you have reached your decision, you have to get its acceptance, and depending on the circumstances, this acceptance will come from your superiors or it may have to come from your subordinates.

Usually decisions will fall into one of three categories:

1. Problems requiring high-quality, low-acceptance decisions. These are problems in which quality is the most important ingredient, and the need for employee acceptance is relatively low (for instance, buying new equipment). You solve these problems yourself, with facts. Acceptance of a decision, of course, is always necessary but in this case only after you have assured its quality.

2. Problems requiring high-acceptance, low-quality decisions. In these problems, you get involved with your subordinates' attitudes, positions, and values. If the employees don't accept the decision, it can fail. Examples of this kind are: scheduling overtime, vacations and coffee breaks; the fair way to distribute something desirable, like a new typewriter, a machine, office space, or office furniture; the fair way to distribute something undesirable, like unpleasant work, late hours, or shifts. These problems can best be solved by a group decision. Your job is to present the problem, but remain neutral. You should encourage discussion, supply the necessary facts, summarize from time to time, and, if possible, get the group to reach a consensus.

3. Problems requiring high-acceptance, high quality decision. These include: setting standards on tardiness and absenteeism; setting goals for production, quality, and service; improving safety and maintenance; and introducing new procedures or labor-saving equipment.

   Solving these problems is a delicate matter, since many of them involve employees' prestige, their seniority rights, and, sometimes, their fear that management will take advantage of them if they allow it to. Because of these intangibles, a group decision can be far more valuable than a decision from you alone.

Now let's look at this thing called delegation. My hypothesis is this; if you had a brother or sister or have more than one child, one of them is dumber than the other. One of them is a dumb kid. Okay. Let me tell you about my dumb kid.

The dumb kid can't eat in school because of lack of space, so he comes home. He knows he has to eat, he comes in and sits down at the table and just sits there. Now the smart one, the little girl, comes in, goes to the refrigerator, gets the bread, peanut butter and jelly, makes herself a sandwich. She knows she has to eat, so she fixes herself a sandwich. Usually she sees the dumb one sitting there so she fixes him a sandwich. We sail all organizations ought to have objectives or standards; one of the objectives at our house that we've agreed upon is that if anyone ever drops in we want the house looking fairly respectable, neat and clean. So we told the kids, clean up, don't do the dishes, just stack them in the sink and go back to school. The smart one knows how to do this; she puts the dishes in the sink, but the dumb one runs off to school, usually forgets his books, so the smart one usually takes care of his dishes, picks up his books, and runs after him. Now the concept of closet was a most difficult task for the dumb kid. We said to him, "hole in the wall, closet, clothes, hang them up," and he has never gotten this. The young one got the idea real quick. We said that one of the things to do to reach an objective is to delegate, and it has worked out just fine. We have taken the smart little girl and we have delegated everything to her. Beautiful. The house is immaculate, the dumb one gets to eat, his clothes are hung up, the dishes are taken care of, it really works. I talked to my wife the other night though, and she said she thought there was a slight morale problem with the little girl. My point is this: do you have a dumb kid working for you? If I know that I can go to John and I know that he is a whiz at statistics, and I have statistics to do, I go to him, tell him to take care of it, because I know that when I go to him I don't have to check it, but if I give it to you, and I'm not too sure about your ability with statistics, I have to double check it, so I don't give anything to you. Pretty soon I give everything to John and I don't give anything to the rest of the people. What do you think happens to the rest of these people? They become discouraged.

Why do people hesitate to delegate work? It takes time, you are responsible and it's easier to do it yourself. But shouldn't you be developing your people? Quoting from the March, 1969, issue of Special Libraries, I came across this statement:

> "Many library activities may be organized so that specific tasks can be performed successfully by non-professional staff. Some librarian positions contain a high percentage of clerical duties and an integral part of a professional responsibility.

Often these duties may be broken down into a series of steps which may be assigned to clerical or non-professional staff."

Why delegate at all? Delegation enables a manager to manage, to oversee the work of his subordinates. In one study of why 300 executives failed, 18 general causes were uncovered; the number one cause as you have already guessed is "Failure to delegate."

There are some duties that you cannot delegate, which are:

1. Policy formulation
2. General supervisory duties
3. Major discipline
4. Promotions
5. Appraisal

Here are some guidelines as to how to delegate:

1. Delegate a whole job, not just part of one.
2. Delegate clearly and concisely, in writing, if necessary.
3. Delegate the authority to achieve the goal.
4. Give general suggestions for ways to carry out the delegated work.
5. Define the limits of the delegate's authority.

Once you've delegated you should check periodically and maintain control by doing the following:

1. Establish a general working relationship in which workers want to keep you informed.
2. Follow-up. Get brief progress reports, if necessary.
3. Establish deadlines.
4. Establish performance standards.
5. Keep the delegate informed on any changes that might affect his work.

I believe a manager's expectations are the key to a subordinate's performance and development. I would like to quote from the August, 1969, issue of Harvard Business Review an article entitled "Pygmalion

Management" written by J. Sterling Livingston. Pygmalion was a sculptor in Greek mythology who carved a statue of a beautiful woman that subsequently was brought to life. George Bernard Shaw's play, Pygmalion (the basis for the musical hit, My Fair Lady), has a somewhat similar theme: the essence is that one person, by his effort and will, can transform another person. And in the world of management, many executives play Pygmalion-like roles in developing able subordinates and in stimulating their performance. What is the secret of their success? How are they different from managers who fail to develop top-notch subordinates?

> In Pygmalion, Eliza Doolittle explains:
>
> "You see, really and truly, apart from the things anyone can pick up (the dressing and the proper way of speaking, and so on) the difference between a lady and a flower girl is not how she behaves, but how she is treated. I shall always be a flower girl to Professor Higgins, because he always treats me as a flower girl, and always will; but I know I can be a lady to you, because you always treat me as a lady, and always will."

Some managers always treat their subordinates in a way that leads to superior performance. But most managers, like Professor Higgins, unintentionally treat their subordinates in a way that leads to lower performance than they are capable of achieving. The way managers treat their subordinates is subtly influenced by what they expect of them. If a manager's expectations are high, productivity is likely to be excellent. If his expectations are low, productivity is likely to be poor. It is as though there were a law that caused a subordinate's performance to rise or fall to meet his manager's expectations.

What accounts for this difference in managers? The answer, in part, seems to be that superior managers have greater confidence than other managers in their own ability to develop the talents of their subordinates. Contrary to what might be assumed, the high expectations of superior managers are based primarily on what they think about themselves, about their own ability to select, train, and motivate their subordinates. If he has confidence in his ability to develop and stimulate them to high levels of performance, he will expect much of them and will treat them with confidence that his expectations will be met. But if he has doubts about his ability to stimulate them, he will expect less of them and will treat them with less confidence. The manager, more often than he realizes, is Pygmalion. And those are the thoughts I would like to leave with you today.

Elizabeth Bassett
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THE MANAGEMENT TEAM

It is a priviledge not often enjoyed by managers in industry to discuss their functions with you who are the administrators of the gatherers, the organizers, the storers, and disseminators of information. It is a special priviledge that I, a librarian manager and a woman manager of whom there are very few, have this opportunity. The Bureau of National Affairs "Bulletin to Management" for September 11, 1969, says that in terms of salary, only two percent of those in our nation earning over $10,000 are women and goes on to say, "There are some black people among executives and managers, but almost no women . . ." That I am, then, a woman-librarian-manager more definitely assures my appreciation of this opportunity to express a few ideas on developing leadership in the management team.

It will, perhaps, be helpful if we go over the way in which we plan to look at the subject with you. There is no way we can be definitive in this one session, is there? I hope, however, that we can look pretty carefully at certain general topics, after which I look forward eagerly to your participation during the discussion period. I expect to learn a great deal from that important interchange!

> You will remember the story of the law professor who used to start his first class each fall by putting two figures on the board: four and two.
>
> "What's the solution?" he'd ask.
>
> A student would call out "six." Another, "two." But the professor would pass them by. Several would call out, "eight," and the professor would shake his head. Finally he would say, "All of you have failed to ask the key question: What is the problem? Unless you know what the problem is, you can't possibly find the answer." He was deadly serious. "Too much time," he said, "is spent in trying to solve the wrong problem -- like polishing brass on a sinking ship."

The problem you have set is directed toward improving the qualities of leadership of the management team. We'll look at the nature of leadership in management itself, and at the nature of the management team as we strive to have it operate in one small company.

Some of its functions and obligations were new to us, and we find snags in the continuity. We have learned early that one of

the most important characteristics toward which we must work is flexibility. We need flexibility. George Denny, Jr., founder of America's town meeting of the air, which few of you remember, I suspect, used to tell about a newspaper reporter who went up to Maine to interview a centenarian. Politely, he approached the old gentleman.

> "Sir, you must have seen a great many changes in your hundred years."
>
> To which the old man replied proudly, "Yes, and I've been agin' every single one of em!"

Now, lest we fall into a communications morass we'd better define some terms. Leadership as it relates to management, for one. Here is the one that we shall be using. Leadership is the way a manager behaves with subordinates to whom he assigns duties, grants authority, and from whom he requires accountability. This definition may have less of inspiration but no less dynamism. It may, perhaps, have less of psychology but no less of empathy or objectivity. Since this definition involves direction, it will have much of motivation implied, but the motivation will always be narrowed to the situation at hand. What the team manager really wants, I think, is to set up a situation in which his unit people will naturally work toward the goals desired. He will need great skill in interpersonal relations, for he will deal predominantly on a one-to-one basis with his personnel.

Today's management team leader faces some unique hurdles, factors that work against his motivating and leading. Qualified submanagers are in short supply. They can quit today and get a new job tomorrow and do. Some even now appear to have come from a don't-care generation. Our screening doesn't always distinguish them; I hope yours does. Some, we find after hiring them, are even hostile towards business. I don't know about librarianship -- ? There are reasons sometimes. Some have had experience in do-nothing jobs like the extremely well-paid young monitor of one of our machines, for instance, or the equally well-paid holder of a desert-island job such as is held by our young microfilm cameraman, who works always in full-time isolation. Each has been successful in his job and has felt encouraged to look for something better. But we sometimes wonder if each has not reached his level of competence and if promoted, he would not indeed reach his level of incompetence -- as in <u>The Peter Principle</u>. If we conclude that to be true, his manager must astutely either give him a feeling of real involvement or allow him to leave.

One thing our management team dares not do. It dares not ignore or overlook the attitudes of these young people, for we recognize the fact that the young are the nation just ahead. Despite their often plain dislike for business, the business world must go on. Moreover, we are disarmed by their eloquence and straightforwardness if not always by the intellectual logic of their assertions.

Rather frequently our leader-manager finds it well to concern himself only secondly with what he considers motivation per se. He will attend to all else first. He is encouraged, for instance, to see that all physical and environmental matters are taken care of. He will make certain next that each submanager understands the performance standards for his unit and that he is provided with good opportunities to demonstrate his initiative. Our team managers are consistently encouraged to reward good performance and to help improve performance that is poor. They try to see to it that their submanagers have a feeling of involvement. They ask often for their subordinates' thinking about unit problems. They are empowered to pass on enough of top management's thinking so that the submanager will see his job as a significant part of the whole company effort. Finally, they try to create an excitement about the goals of the unit. In short, they care. They have motivated commensurately with their ability to look at things from their subordinates' point of view. They have motivated because of their own self-awareness of the impact thay make on those reporting to them, of how they as team managers actually appear. They are encouraged to be objective by being analytical and though warm and friendly, to limit their emotional involvement while still conveying that they understand the feelings of their subordinates. If this management-team leader is really motivating, he will note and nurture the first signs of voluntary cooperation that characterizes those who are well managed.

Now that we have done some thinking about leadership in a business setting, let's look at what we understand management itself to be. What are its parameters? Lawrence Appley, whose name appears on your suggested readings for this institute, says that management is the developing of people and not the direction of things. He says also that management is the accomplishment of one's objectives through the efforts of others. Peter Drucker, an equally respected management authority, has called management the dynamic element in any business, that group that is specifically charged with making a company's resources productive. Dwight Eisenhower, in his magnificently unpretentious way, said management is simply getting people to do what you want them to do because they want to do it. For our purposes, however, I wonder if you'll allow me to use a definition by William Newman who says management consists of all those workable policies, methods, and procedures that best assure voluntary cooperation in achieving the objectives of any enterprise.

Librarians have taken on a new image in much of the nation and have become true members of their management teams. Those of us who have been with librarianship for a time have not always found it so. Many of you are chief executives. An interesting profile of the chief executive crossed my desk last week. It is the result of a national industrial conference board survey. The profile looks like this: the chief executive in industry is at least fifty-five years old. He has been in his job as chief executive for less than ten years. He became chief before his fiftieth birthday. Prior to his promotion to the top job, he had filled a general executive position

(as a management-team member, no doubt.) He had had a wide variety of functional experience through previous jobs, most often in general administration, marketing, or finance. He had had at least sixteen years of formal education, and his major field was usually engineering or physical science. Here, then, is the counterpart of you who are chief executives in your organizations. I was not successful in locating a similar study on you and your fellow administrators in librarianship.

Society has at last come to see that information is a recognized, stable commodity regardless of the exchange used in payment. Management techniques and principles are being applied in libraries of all sizes and types. I believe, therefore, that the nature and function of the management team with which I am familiar will be remarkably applicable as you relate to your chiefs and team members. Consisting of only those specialists who are needed to handle clearly defined areas, the management team will frame its objectives by stating clearly what will be acceptable in any given time period. Its members must have dual natures in a sense since they are at once members of the team and heads of their units. You who are chief executives know that these team members are your most valued and most expensive resource and that they depreciate fastest. In fact, you are having to replace and replenish them constantly.

Each enterprise aspires to a true team, one which will operate in the right spirit, one to which each will contribute something different but will also contribute in team fashion to a common goal. Each team manager wants the same. Therefore each manager will try to organize his unit similarly to his management team. His clearly and cooperatively written goals must be the result of thinking through what his unit will do or produce or offer in service to achieve total management objectives and how his unit will operate to help other units towards their objectives. Teammanship at this point depends on the spelling out of each team manager's unit contribution to the whole, a contribution determined always by his careful cooperation with his subordinates.

We have thus far been trying to define the management team and have already touched upon a function and obligation. It is commitment. Members will commit their units to certain objectives within a given time period. Their responsibility, their accountability, the gauge by which they are measured as managers, will be the degree to which their commitment is fulfilled. The team manager exists to help his subordinates accomplish their parts of the commitment. He does this best when he helps his immediate subordinates to know and understand what is expected of them and how they are to accomplish it. He helps them set their objectives, helps them reach them. He advises but doesn't interfere. He indicates how they are to do better. His success might well be gauged by Andrew Carnegie's epitaph: "Here lies a man who knew how to enlist in his service better men than himself."

The management team, then, exists, as Lord Beveridge said in other times, "To make common men do uncommon things." To do so means that the members of that team will give their submanagers full scope for individual excellence and will recognize their strengths, not

their weaknesses. The management team exists very realistically because the forty or fifty management duties that have been determined solely the responsibility of the chief executive and the 150 or more to be accomplished by those closest to him simply cannot be performed by that number of persons. The team devotes itself willingly to the duties and goals of the enterprise. It adds actively to the esprit of the organization by the zeal of its commitment. Each member takes complete responsibility for the units in his area so that no concern need be felt by the chief executive. He must have more than satisfaction in his job, for satisfaction is only passive. He must care about the objectives of the enterprise. His caring will mean an active effort on his part to see that they are met.

Thus, the functions of the management team are multiple. Its members set objectives cooperatively. They organize by analyzing what must be done to reach the goals. They classify the jobs, divide them into manageable activities, and group them into unit structures. They motivate, communicate, measure achievement, and develop people by doing everything possible to make those people successful.

Setting objectives is done by stating four or five -- rarely more -- specific accomplishments to be completed in a given period of time. These will have been prepared by the management-team member who will submit his own to the vice-president to whom he reports. Let me be specific: one of my five objectives is stated as follows:

> The head of the Corporate and Technical Information Center will furnish for all departments of the company such books, reports, articles, documents, studies, surveys, abstracts, bibliographies, standards and specifications in whatever form as shall be economically feasible for any contract, project, or proposal within the time period determined in cooperation with the cognizant manager.

This objective is, of course, broken down into specifics for each department.

Another of my objectives is related to the building of our collections although numbers are less significant to us than to you, I'm sure. Only in our military specifications and standards area do we commit ourselves to numbers. In all other areas we build by percentages.

To the four or five objectives, we give percentage values -- rarely are they of equal value. Thus top management knows what percentage of our unit's time and effort will be spent on each objective. It knows also that I will have discussed my four or five objectives with each of the other managers to determine that my commitment will adequately cover his needs. Finally, I shall try to set the cost to get the results by which I shall be measured.

Each member of the management team, having set his objectives and having had them approved, proceeds with planning progression, job rotation, and work experience -- first without authority -- for his new personnel. Finally, he delegates -- a function already covered on your program. As a member of the team he is expected to know how to handle these procedures. For them he will have to call upon all he knows of human relations and, in the best sense, on all he knows of managing people.

It is tougher to be a manager today, I think, than when company loyalty in the work force was a foregone conclusion. When acceptance of authority was the rule, when punishment was a never-failing concomitant of failure to accept authority. Then management as a whole was less complicated. But there is no place on today's management team for the rugged individualist who know all facets of the business and not only was capable of but insisted on working in all areas.

But there are shifts in attitudes in our society which have reached the business community. General Electric's Virgil B. Day, reporting on an extensive literature search and on dialogues with sixty-five of this country's leading thinkers, says in "Bulletin to Management" for October 2, 1969, that there is a distinct change in society's emphasis on the quality of life. He says this is due in part to our modification of the old puritan ethic regarding work. The modification indicates that there is a growing belief in not only the right to work but the right to leisure as well. Society is shifting to a rejection of authoritarianism as an acceptable style. Of great importance, Mr. Day thinks, is public impatience with poverty, social injustice, and disruptions. He is concerned that it may make us seek instant solutions rather than waiting for good ones.

Today's team manager is a specialist who handles one area with absolute confidence and does it exceedingly well. He is younger, more highly educated, has been in management for a shorter time. He has better organizational abilities, easier administrative practices. He has a more orderly mind. He has learned approved methods of defining and approaching a problem. Finally, he has a better attitude toward automated and computerized procedures than do his older friends on the team. He must have this improved attitude. Chances are that this young manager will be supervising and interacting closely with people who are doing jobs that did not exist a few years ago. Chances are that these jobs may be in some way, to some degree automated. Unless he has some automation mindedness, at least, his coaching and counseling are extremely difficult.

I'm thinking of a slender young lad, twenty-three years old, who joined one of our dividion's management teams about six months ago. To be sure he now has a younger division general manager than when he came. I saw his "rough charter" as he called it, submitted to that general manager and saw it accepted with only minor modifications. There are on that division's management team four others under thirty. The division is -- as young Bob said the other day -- going "gang-busters."

Such youthful managers today differ also from those of yesterday in opportunity. Less pertinent is the experience we older ones have accumulated -- unless that experience is in human relations. Varieties of other experiences then and now are hardly comparable. What we have to observe, I think, is the fact that our work force is beginning to be dominated by youth. Of the 15 million more workers entering our work force in the period 1965-1975, 10 million are between the ages of twenty and twenty-five.

So the motivation challenge is in learning how to motivate a bimodal work force having fifteen percent key professional and management personnel and fifteen percent disadvantaged -- two very different motivation problems. Thus while the management team is dealing with the top fifteen percent, its submanagers and supervisors must handle the disadvantaged along with the seventy percent lying somewhere in between.

Because of the changes of the past ten to fifteen years, the management team must be at least oriented to the computer. In addition to computer orientation, it is worth-while indeed if today's team member is capable of backing up his objectives and problem solutions with mathematical formulations. I judge from my reading of special libraries that the "young lions" of library management are felt in the special libraries already. Whether they are applying in your area, where I understand there is great scarcity still, I do not know. Certainly they are applying to us.

A recent business journal, speaking of the uses of computers and terminals and of the expectation that they will double in three years says, "The pace of change accelerates so rapidly that we not only see tomorrow in business planning, but day after tomorrow with considerable assurance. What to do about it?" asked the journal. "Learn. Learn what to learn. Then learn it. Then keep on learning it."

Librarians are in too scarce a category, I think, to suffer from executive obsolescence. In industry, we are, as you know, less fortunate . Managers are being nudged out -- not by ill health or age -- but because their management skills, quite adequate when their jobs started, are no longer sufficient to tackle current management-work problems. Today's managers, for instance, are expected to have some knowledge of PERT, program evaluation and review technique (its other name is critical path method), of operations research, risk analysis (how much a variation in individual factors affects the outcome.) These techniques are here, and the young managers can use them. And reorganization, which used to be such a term of contempt, is practiced with great frequency by large firms and small. Look at Ford. Task forces and project management make it possible to handle special problems and to disband that management team when the problem is solved with the expectation that it may resume its usual unit management or be again assigned to some special problem.

So here we are, finally, with human relations, that one area in which the experienced manager is most valuable. To have explored ways of developing leadership by discussing, as you asked me to do, the management team without at least touching upon that most basic factor of all, the responsibility of its members in the area of human relations would imply their existence in a vacuum.

Said one production manager recently, "Eighty percent of the problems across my desk have nothing to do with the hardness of materials, but with the hard-headedness of managers." With a sigh, he concluded, "If only business people were more businesslike." Management and therefore the team, are interested in human relations because good human relations make for the success of the enterprise; whether library or electronics business. How people are handled determines their efficiency, their individual contributions, and ultimately, the profits (monetary or otherwise) of the organization. With all this you will agree, I am sure. You may also feel that the answer is the Golden Rule. It is, however, more active than even the Golden Rule.

To motivate their subordinates, the traditional managers -- and I've worked for them -- used two approaches: The do-it-or-else approach and the reward approach. Paul Butler of Grumman Aerospace Corporation in Electronic Design for September 27, 1969, best expresses the modern manager's reaction to rewards. When asked by the interviewer whether or not Grumman has any incentive bonus program for its men on the lunar module program, "No," was his reply. Everybody says, ' What are you going to do for your people?' From my own personal point of view, nothing. We already did it. You pay a man a salary to do a professional job. If he does a good job, why do you have to reward him? I like to think that doing a good job is part of the challenge. If a man doesn't have a challenge, more money isn't going to help him." Today's manager tends to use, it seems to me, what I guess the behavioral scientists call the internal-incentive approach.

This approach is begun in today's company recruitment. The prospective manager is provided with a sort of prospectus that assures him of the complete satisfaction of his physiological needs, his social needs, his safety needs, of those factors which will satisfy his need for esteem, and finally, for self-fulfillment. His orientation for some time stresses the importance of the company's commitments in these areas. He, in turn, is encouraged to concern himself with providing them for his subordinates. Of greater and greater significance in human relations are the satisfying motivations of opportunities for achievement, for recognition, challenging work, responsibility, and for advancement. Most companies find that their people can live with less-than-perfect policies, administration, supervision -- even with less-than-perfect salaries. They find that they get extremely restless, however, without recognition, challenge, responsibility, and some feeling, at least, of advancement.

Thomas Wolfe said it in the Web and the Rock:

> "If a man has talent and cannot use it, he has failed. If he has a talent and uses one-half of it, he has partly failed. If he has a talent and learns somehow to use all of it, he has gloriously succeeded and won a satisfaction and a triumph few men will know."

The new concept of the management team gives to its members the responsibility of helping their subordinates to that kind of success for the greater success of the enterprise.

We have, then, tried to look with you at the problem of developing leadership in the management team. We have considered the importance of flexibility and of motivation. We have tried to delineate the parameters of management and of the team and its functions. Finally, we have tried to point out the inner-incentive nature of human relations. I'd like to close with a very favorite story of mine by Charles F. Kettering, General Motors' beloved "Boss Kett." It appears in Prophet of Progress.

> I bet a friend of mine that if I gave him a birdcage and hung it up in his house he would have to buy a bird. He took the bet. So I bought him an attractive birdcage made in Switzerland, and he hung it near his dining-room table. Of course you know what happened. People would come in and say, "Joe, when did your bird die?"
>
> "I never had a bird," he would say.
>
> "Well, then, what have you got a birdcage for?"
>
> He said it was simpler to go and buy a bird than to have to explain why he had the birdcage. You have to hang birdcages in your mind. And finally you get something to put in them.

I always hope I have hung a few birdcages in the minds of my audience.

Elizabeth Bassett
Lillian Bradshaw
Ronald Foster

THE ROLE OF INSERVICE TRAINING IN DEVELOPING LEADERSHIP

A Panel Discussion

QUESTION: Please discuss interpersonal relationships as an aspect of the management team.

MRS. BASSETT: I assume that the question relates to those persons who are reporting to you, and I do believe that it takes more than the Golden Rule. I think the Golden Rule tends to be a little passive in the meaning, and I think it takes more than treating the other person as you would have him treat you, but rather to calculate the impact of what you are assigning, what you are asking him to do, taking into consideration his reaction, the degree of his involvement with the company, the stage at which he is in his management escalation to middle management. It is a putting of oneself in the other person's shoes, asking him, by the way you put the question, to think his problems through, to evaluate himself right at this point. I always say, "What would be your reaction if I were to ask you to do so and so before such and such a date?", and I can almost tell by the expression on his face whether he himself feels that he is at the stage of competence that will allow him to take on that kind of assignment, under the pressure of time, because often-times a decision has to be made fairly rapidly as to whether we will commit ourselves to certain things in the plan of management, so I am very apt to try to assess his competence.

I had a very interesting experience, and perhaps this will answer the question a little bit. I took a girl in on contract for a three-week period to put our microfilm titles on our microfiche cards. We don't have very many aside from our engineering drawings, over which I do not have cognizance. These are all of our publicity releases, all our interoffice and interdivisional things, so I felt on the basis of experience that a three week contract would probably handle it. So I asked the personnel manager to send me someone competent to study the problem, for a full day if need be, to talk with us about it, and then come up with a plan for handling the filing, the subject headings and the retrieval, not by machine, of our cards. He sent me an excellent person, a young woman about 32 years old. We talked it over, and I told her she had three weeks to do this in, and to please think it over and propose a way of approaching it. Now I didn't have to worry about interpersonal relations with her except for this one three-week job, but I was attempting to see if, first of all, the personnel manager had really sent me the right kind of person for the job, and whether this kind of assignment and direction would work. I use it more and more, and we are trying as a team to use this type of assignment.

What Mr. Foster said this morning about a certain proportion of your books cataloged and on the shelf by a certain time comes within our cognizance as librarians. There are certain chores that have to be done, and rather than say, "Now, Mary and Jim, as catalogers, we are going to get these out as fast as we can," how would you say, "We have a need for these, for our public, to get a certain proportion of these on the shelf. Will you attack the problem and come back to me with a realistic time period and with a realistic approach to doing it?" It seems to me that this is the way we are handling our interpersonal relations more and more.

QUESTION: Can you or Mr. Foster identify any particular technique in sensitivity training that you think might be particularly applicable to library situations, to library administration?

MRS. BASSETT: I would suppose that it could be transferred in moderation. Sensitivity training is a pretty brutal course, I might say, and I think Mr. Foster implied that. "I don't like you because you do so and so, 'right out'. The things that irritate me about you are so and so. But I like you for such and such." Now, if we can face that kind of thing, if we're secure enough to face that kind of test, then I think it can be very profitable.

QUESTION: Is it advisable to have some amateur instigate such a thing as this? Wouldn't it be best to have a professional come and moderate it?

MR. FOSTER: I would definitely recommend that you get a professional in rather than try to initiate this on your own, mainly because I feel unstructured workshops present more hazards than structured workshops.

DR. ZACHERT: I think the clue to this is in what Mrs. Bassett said, that the effect depends on the person's security or insecurity, and you may not always know what insecurities reside in your staff or your co-workers, and if something is uncovered there that really causes a person to deteriorate, and you yourself are not prepared to handle this situation, you have done him a disservice. I think it is only fair to say it is still an experimental technique.

MR. FOSTER: Many articles are now in print entitled, "Is Sensitivity Training a Fad?" I guess every group has to review their own needs. Is it the thing they want to do because it seems that everybody else is doing it, or can it serve a need? I believe you determine your training needs then determine what type of training best fits that. We are planning a team-building group meeting where all our staff can get together in order to break down those barriers that block us from being open with each other. Once we do that we can communicate freely. Part of this is negative feedback. We don't like to hear some things, but if you can accept this as just your behavior at that time and it's not you that bugs the person, you can work more effectively as a team; so we will be attempting this shortly. We have all been exposed to awareness training, and can anticipate some of the things that are going to happen.

DR. ZACHERT: There was a phrase used a while ago that I think is very significant. It was emphasizing the relationship of the need of the organization to inservice training. I am afraid there is some possibility that inservice training is becoming a fad, that continuing education is a fad; this is something everyone else is doing, maybe we ought to do it, instead of looking at it from the standpoint of what this organization needs and then choosing some method to satisfy these needs. In relation to this I would like to raise the question of whether in libraries, in discussing the development of leadership, we are talking about only the bright young people who are coming into the profession, or whether there are other identifiable sub-groups within the profession who could benefit from inservice training. Do you know of any efforts to identify other sub-groups?

MRS. BASSETT: I think that if you are going to develop a balanced program of inservice training, you would be making a very serious psychological mistake just to direct your inservice programming to your bright young people or your new people on the staff. This could set up some complexities where you would have to get over those too. It seems to me that all proper inservice training should be looked at from a very broad point of view including as many people as possible on the staff. This could include your maintenance man or your clericals in circulation, your junior librarians, your business office, and so forth, but just to set up a learning session that would direct its efforts to your new professionals, who perhaps have the best chance to belong to your organization, disregarding the others, would be a very serious mistake. I'd like to get some feedback from the audience, to see what has worked well for you.

PARTICIPANT: The person who has been around awhile probably needs refreshment. I'll tell you what we did that worked like a charm. You said this morning that your young girls with baby sitters, and such, had to know ahead of time if you are going to come in early. If we knew ahead of time that we were to meet at 7 a.m.; the library opened at 7:30, there was coffee and rolls, and it was very methodical, there was no time for messing around, and the speaker spoke quickly and we had time to think about it.

PARTICIPANT: I think there is a real need for the professional who has been working five, ten, or twenty years to have more training opportunities, because the person coming out of library school knows a lot of things that we don't know, what the changes are.

DR. ZACHERT: What do you see as the need, other than this update training? any other kinds of needs?

PARTICIPANT: It isn't updating just in library techniques, it's updating in management, in personnel practices.

DR. ZACHERT: What does the group feel are the best ways to accomplish this, accepting "inservice training" in possibly its broadest meaning. Any kind of additional educational experience or learning experience for the person who is already a working professional, whether

it's inhouse, library school sponsored institutes, association sponsored, or what have you. What are the most effective kinds of inservice training that you have experienced?

PARTICIPANT: To answer this specific point, our most effective one was well structured, grade level, inservice training where it led to the next level of the examination, which gave them the motivation. These were almost to the level of Library Tech or undergraduate library courses. These were very formal and indepth courses, and were at the level where they received credit at the University of Miami.

PARTICIPANT: I think that both industry and education has fallen behind on these things because the services, the Army, the Marine Corp, and the Navy, have been doing these types of things since World War II. There is an Air Force Training Manual that describes inservice training and on the job training and covers the training from the beginning to the end. It has evaluation charts and when I want a program tailored to fit library science I just pick up that manual and put my subject matter in and it's the best I've ever seen. Nobody in education, or library education has ever written anything as good as this manual.

QUESTION: How do you remedy a situation in which a top management person seems to delegate authority, but in reality holds tightly to any meaningful reins?

MRS. BRADSHAW: If you are really talking about the top manager, it will be difficult for staff to make suggestions along this line, particularly if your top manager has already demonstrated some of these characteristics: no interest in either changing his way of doing it or having you change yours. However, most people are responsible to somebody higher up the line. I think staff has responsibility here. If things get bad enough, there as always somebody you can talk to, although I would think that any time you go out of your organization (and I am talking about going to a president of a board or to a city manager), this can be a very serious situation. One thing staff could do is this: if an assignment is given, the staff member receiving the assignment has the right to question the responsibilities it entails. I think he should also expect, and ask for, the assignment in writing. If it is in writing it might give an opening for more conversation on the subject. It would be a difficult situation to remedy and one which would require a great deal of sensitivity.

MR. FOSTER: The catch phrase today is "confrontation" and if you can confront him, it depends on how much of a risk you are willing to take. Is it such a serious situation that you may lose your job, or is it just one that he can say yes or no to? Has anybody ever confronted him before? Also, I think that the idea of telling him, "You've given me this assignment, I want to know the parameters; how much authority do I have?" Just confront him with what you want to do.

MRS. BASSETT: Just exactly what Mr. Foster has said. I can't think of a single assignment that should ever be given without either caring for these things, or is it not incumbent on the person receiving the assignment to ask for a definition?

MRS. BRADSHAW: You can ask for a definition but do you always get it? You've known librarians who wanted to see all the requisitions that go through or all the order cards that go through. I don't know how you change that kind of human nature!

DR. ZACHERT: I'd like to raise another kind of question. It seems to me that all the kinds of learning experiences we have been talking about have been those primarily designed to implement the library's objective for people. People also have personal objectives for themselves. Is there a relationship between the individual's personal needs and his personal objectives and the development of leadership in libraries, or any other kind of organization? Should the library be concerned about learning experiences to fulfil personal needs?

PARTICIPANT: The State Library in Louisiana fosters a reading program among staff and patrons of all libraries, with certificates given, and it's not limited as to subject fields or type of literature. Is this what you mean?

DR. ZACHERT: I think that might be fulfillment of personal needs for some individuals; though anything related to books and reading is very close to implementation of a library's objectives.

MR. FOSTER: We have a tuition aid program where a person attending an accredited institution, working in a degree program, can be reimbursed up to $225 a year at the undergraduate level and $450 in graduate work. However, it must be job related.

DR. ZACHERT: Has it been brought out in the meeting that Federal Civil Service is not only encouraging this but is almost requiring it for promotion from grade level to grade level?

PARTICIPANT: This has been more or less a recurring theme through this institute. It was discussed yesterday that one characteristic of any kind of a good personnel program is that it enriches the individual employee as well as contributing in a direct manner to the overall organization of the library, and that there are various ways of going about this. Simply by offering challenging opportunities in creative administration, or taking little projects within the library, this is one way of enriching an individual employee as well as perhaps secondary manners of enrighment, like your tuition programs.

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A MODEL PLAN FOR PERSONNEL UTILIZATION IN LIBRARIES

For too long personnel management and proper personnel utilization have been given a back seat by most administrators and managers. I am sure this is true with library administrators, as it is in so many other fields. A few years ago we may have been able to have this attitude about personnel administration and get away with it. This is not the case today, however, and a different attitude is going to become even more meaningful in the years ahead. This is probably an unpopular thought for many of us, but it is true nevertheless. It is for these reasons that I am confident this institute on personnel utilization in libraries is both timely and critical to each of you who has a responsibility for personnel.

In considering the subject of my discussion, I have come to the conclusion that the presentation of a "Model Plan for Personnel Utilization in Libraries" is probably an impossible assignment. I would not want to mislead any of you by trying to make you believe that my presentation this morning will answer all of your questions or solve all of your problems. I am certain that each one of you has some operation or problem that is somewhat unique to your individual unit. It would be difficult, if not impossible, to present a plan that would meet the needs of every organization represented. I do believe, however, that there are certain steps which can be taken by each of you to improve your personnel management and utilization programs.

I believe that the term "proper personnel utilization" is all-encompassing, that it includes such responsibilities as:

- Defining the jobs to be performed.
- Selecting the right person for those jobs.
- Seeing that each employee understands, completely, what his job is, what is expected of him in that job, how his current job relates to the jobs of others and to the mission of the department.
- In-service and out-service training for the employee so that he can perform his assigned tasks more efficiently and assume more responsible tasks as the need arises.
- Maximum utilization of each employee's particular skills and abilities, wherever possible.
- Seeing that every employee is given the opportunity to express his ideas, make recommendations, and offer constructive criticism.

These are only a few of the responsibilities all of us have as managers in properly utilizing our personnel. I have chosen, therefore, to present here this morning some of the concepts and ideas that I believe are important to all of you, regardless of the organization in which you are located, in establishing a program whereby your personnel can be more properly utilized. If, after concluding my remarks, you elect to call it a "Model Plan for Personnel Utilization in Libraries," I shall be extremely honored.

First, I would like to give you my definition of "proper personnel utilization," since this may help you to understand the concept on which I have developed my remarks for this meeting. I would define "proper personnel utilization" as:

> The use of personnel, by managers, in a way that will allow required tasks to be performed in the most efficient and economical manner consistent with the principles of good personnel management.

Based on my experience I am confident that the first, and possibly most important, step in developing a plan for proper utilization of personnel is to determine the exact number and types of positions necessary to carry out the assignments which have been established by management.

The decision as to personnel required to fill these positions goes hand-in-glove with the decision as to the number and types of positions that are necessary. We can never hope to be successful as managers if we insist that we must have persons with college degrees and years of experience to perform routine tasks that could be performed just as well by persons with less training and experience. Likewise, we cannot expect to be successful if our employees are not properly trained and qualified to perform assigned duties. Attaining a proper balance between the exact job requirements (duties) and employee requirements (qualifications) is one of the most difficult tasks you will face in developing a model plan for personnel utilization.

It would be ridiculous for hospital administrators to take the position that they must have bachelor-degree nurses to take patients' temperature, pulse and respiration. First of all, we could never train enough people in our colleges and universities to perform these types of jobs. Secondly, and more important in my judgement, even if we had enough college graduates to perform these tasks, very few, if any, of these employees would be satisfied in their assigned jobs. Their assignments simply would not be commensurate with their formal education and would not offer a challenge to the people who had the initiative to get a college education in the first place.

This, of course, is an extreme example. However, I hope you can relate it to some of your experiences in library management. Have all of your jobs been properly "defined" and "refined"? Do you have college graduates performing tasks that could be done just as well by high school

or junior college graduates? Are your employees required to do clerical tasks that could be done more efficiently and economically by use of data processing equipment, thereby freeing the employees to perform more professional and challenging assignments?

On the other hand, do you have personnel who are "overemployed"? By this I mean an incumbent who does not have adequate education or experience to satisfactorily perform the duties and responsibilities assigned. This can be just as bad as having personnel "underemployed." For example, should you employ a person with a master's degree for a position whose present incumbent has only a bachelor's? I would answer with an emphatic "yes" if the current employee is having difficulty with his assignments and is shifting his responsibilities elsewhere due to a lack of adequate formal education. And this is very often the case.

Therefore, the first step in what I would define as "A Model Plan for Personnel Utilization in Libraries" is a complete reevaluation of the library, its purposes, the goals to be attained, and the best methods for achieving desired goals. As part of your analysis, traditional practices and concepts must receive a critical review -- maybe they are still valid, possibly they are no longer sound.

Until your objectives, both on a short and long-range basis, are clearly defined and agreed upon, you cannot establish the proper positions necessary to meet those objectives. Likewise, until the proper number and levels of positions are established, you cannot determine the personnel needed to properly perform in the positions or how you are going to maximize utilization of these personnel.

Many of you may be sitting out there saying to yourself, "I've been through all of that, and it is impossible to get the number of positions needed or the type of employees that are required." If there are those among you who feel this way, I wonder what real effort has been put forth to accomplish this task and if your studies have been completely documented with the facts. If you found that a clerk could do a job being performed by a librarian, was the recommendation made to change the position? If you found that a certain activity could be computerized, did you recommend that this change be made -- even though you felt the personnel over in data processing would never understand your problems and needs?

It has been my experience in dealing with legislators, budget officials, and even university presidents that a person can usually get what is needed if he is factual and forthright in his documentation of the request.

If we are not going to recommend changes where changes are needed -- regardless of the consequences -- it is my opinion that the studies previously alluded to should not be conducted at all. I am certain, however, that if such studies are not undertaken, the real solution to proper personnel utilization will not be forthcoming. The

type of study and reevaluation to which I am referring is not just a one-time operation. It must be a continuing project, based on changes in objectives, technological changes, changes in labor market conditions, and other current factors that may dictate changes in your operations.

To a large degree, it has been our complacency -- our unwillingness to change the traditional methods of operation -- that has caused many of our personnel problems in recent years. As I have said earlier we can no longer let proper personnel administration and utilization take a back seat. You must make changes if you are to provide the kinds of service that are being demanded today and if you are to meet the increased demands with which you will be faced in the years ahead.

Following a complete reevaluation of short and long-range objectives, the next step in my suggested model plan is a thorough study of the positions and personnel needed to meet these objectives. It is here that the most drastic departure from tradition may be necessary. The traditional methods of determining staffing patterns will have to be reviewed, and if they are no longer adequate, they must be changed.

If today's labor market conditions continue, and I believe they will, I am convinced that we must reevaluate our traditional way of organizing assignments into work units called positions. Instead of determining the job to be done, and then selecting a person to do that job, I believe it is going to be necessary to determine the persons that are available to do our jobs and then formulate the job assignments into positions that can be filled by the available manpower.

It is getting harder to find new employees, and it is likely that the new employees we do find will be less experienced -- less qualified -- than those we have been able to hire in recent years. It follows, therefore, that these new employees will be less productive if we do not provide for proper personnel utilization and take the fullest advantage of their talents.

I believe we could all generally agree that our labor market is made up of five basic categories from which potential library employees could be drawn. I would define these as follows:

- Untrained - less than high school education
- Basic education - high school or junior college education
- College graduates - bachelor's degree
- Post-graduate training - PhD or post-master's training

I am suggesting that there are some tasks in your library that a person in each of these categories is performing or could perform. To what extent each category can or should be utilized is undoubtedly quite controversial.

I will not quote a large number of statistics, since they would probably not be remembered anyway. There are, however, a few figures which should be pointed out in order to show the seriousness of the problem with which we are faced today in our labor market conditions and in the matter of how personnel should be properly utilized.

Today we have a work force of approximately 75 million. By 1975 we will need a work force of 90 million. According to the U.S. Department of Labor reports, during the period from 1965 to 1975, white collar workers will increase more than twice as fast as blue collar workers.

Let us review for a moment the college graduate situation. It is obvious that the demand is greater than the supply, and I personally doubt that these two forces will ever balance out. I recently read where one company has announced that in the next 8 years, it will need 1,000 new PhDs and 5,000 new graduates with M.Ss to insure the growth of the company.

As we all know, there has been a dramatic rise in the educational level of the work force in the past 20 to 25 years. It is fully recognized today that the less education a person has, the fewer jobs he is qualified to fill. Even in the face of these facts, I am convinced that in recent years we have overemphasized formal education as a prerequisite to employment in too many areas. My fears in this regard were confirmed somewhat when I recently read that in 1967 a large oil company interviewed 11,400 collegians and hired only 308. This is equivalent to 37 interviews to hire one man. In 1968, the company visited 308 colleges and universities in search of 400 graduates.

Due to the shortage of college graduates today (and I believe this shortage will increase in the years ahead), we must be honest in our evaluation of every position to be absolutely certain that where we have said we must have college graduates, college graduates are necessary to accomplish the assigned tasks.

We must explore the possibility of redesigning our jobs around the untrained labor force and those potential employees who have a basic education but do not have a college degree.

I am not speaking of hiring incompetent personnel; rather, I am suggesting that be redesigning jobs we can isolate those tasks which can be performed adequately by persons with less formal education, thereby freeing the professionals to devote their time to those tasks that are deserving of their training, talents, and energy. This will, in my judgement, solve a problem which has been inherent in too many professional jobs -- that of the professional employee having to perform menial tasks below the level for which he has been trained which results in complete frustration and dissatisfaction with his job. In too many cases, I am afraid this is a major cause of job dissatisfaction and employee turnover. I make these statements with the full knowledge that this group may charge me with heresy, but I am firmly convinced that we are going to be required to explore these possibilities if we are to meet the demands of our respective professions in the future.

After your objectives and goals have been defined, analyzed, and formalized; tasks have been grouped or classified into positions (taking into consideration the availability of people to fill each position); and the proper personnel to fill the positions have been selected, there are a number of other programs which must be established and maintained in order to attain the goal of proper personnel utilization. Since you have already discussed some of these subjects here this week and because I want to leave adequate time for the discussion period, I will not dwell on these in any great detail. I feel it is important, however, that each of you develop a strong appreciation for their importance and make every ffort to implement them as you return to your respective areas of responsibility.

Regardless of your decision as to the types of personnel needed to fill established positions, it is critical that in-service and out-service training programs be established and that the employees be given every encouragement to participate fully in these programs.

We are witnessing unprecedented technological changes and advances in our society. Regardless of whether or not we like it, these technological changes are affecting each of our jobs and the jobs of our subordinates. We cannot bury our heads in the sand and hope these new techniques will go away. We must face up to them in our roles as managers and provide the means by which our employees can be trained and retrained to meet current needs and fully utilize these new techniques.

We must begin doing more work with our curriculum specialists in high schools, junior colleges, vocational-technical schools, and colleges and universities in order to establish specific courses and training that our employees need now and within the years ahead. I am somewhat fearful that there is far too little coordination between employers and educators as to the types of personnel that are needed -- both on a short-range and long-range basis. This problem must be overcome if the training needed to better utilize our personnel is to be obtained.

All of us are aware of the movement in this country to organize public employees. Labor union officials will readily admit that public employment is the most fertile field available to them and that they expect to cultivate it to the fullest extent possible. I believe this situation can be attributed directly to managers in the public sector. I am including you, as well as myself, in this verdict, for I believe we are all guilty to some degree. Why do employees organize? The answer is fairly simple. The employees feel they cannot get from management what they need, and they believe these needs can be achieved through outside organizations. This may be true, but it does not have to come about. Through conscientious and sound management, we can give our employees those things which are basic to any employee's job satisfaction, and if we do this ourselves, there will be little desire by employees to go elsewhere for help.

I strongly urge each of you to review your personnel policies, your grievance procedures, your pay practices. Do you have written policies in these areas? If so, are they fully understood by your employees? Do your employees feel there is a free channel of communication between them and management -- that they can raise questions, make suggestions, "get things off their chest" without fear of criticism or retaliation from management? If you can answer "yes" to all of these questions, you should not be concerned about my suggestions here. If the answer to one or more of these questions is "no," then I believe you must carefully review what has been going on in your unit and make every effort to establish policies in these areas.

Employees today are going to be heard -- one way or the other. When I have a chance to talk with administrators about this subject, I always try to make the point that if we don't recognize our employees' problems and needs, someone else is going to -- and I firmly believe this. We must allow our employees to let their problems, anxieties, ideas, and concerns be known. A program to accomplish these objectives must be developed if you are to have proper personnel utilization in your unit.

Another program which I feel is essential to proper personnel utilization is an effective employee performance evaluation system. In my experience as a personnel administrator, this is probably the most difficult and controversial area of personnel management. Therefore, I would not attempt to suggest a system that would meet the needs of all of the units represented here. I am convinced, however, that every organization must develop a performance evaluation system to meet its particular needs, and then make every effort to assure that this system is applied uniformly, objectively, and conscientiously by all of the personnel who are utilizing it.

A performance evaluation program is, in my judgement, a key factor in determining whether or not we are utilizing our personnel properly. It forces supervisors to evaluate their employees, and if these evaluations are factual they are a very effective tool for top management. You can determine exactly where employees are falling short, where you have exceptional employees, which employees should be considered for higher level positions, where training might be needed, and many other things which are essential to proper determinations as to whether or not your personnel are being utilized to the best advantage of your programs.

I believe such a program is also necessary if you are to maintain proper employee morale in your organization. If employees feel there is no established method for recognizing their efforts and talents, I am convinced a less than fully enthusiastic attitude about their jobs will develop. To maintain a positive attitude among employees is difficult under the best of circumstances, and I believe it is impossible without an established, workable performance evaluation program. I would strongly recommend, therefore, that such a program be established in your unit if one does not already exist.

Finally, I would suggest that you, as a manager, must critically review your abilities to supervise and manage the employees who are assigned to you. Have your methods of supervision and attitude toward your employees kept pace with the changes in the programs and types of personnel for which you are responsible? Do you have the proper attitude about full and proper utilization of the personnel under your supervision?

I spoke earlier of the need for training programs for your employees. I want to challenge each of you to review the needs for similar training programs for yourself and the supervisors below you to whom you look for carrying out your unit's responsibilities. Your work force is undoubtedly made up of a different mix of personnel than what it was several years ago. You may have more women on your staff, more Negroes, personnel with greater educational backgrounds, or personnel with less education than you did when you started as a supervisor. If your techniques of supervision and your attitude toward your employees have not changed with this change in "personnel-mix," I submit that you are not utilizing your personnel to the maximum benefit of your organization. I recommend, therefore, that if there is a need for training programs for supervisory and managerial personnel, that such programs be implemented at an early date.

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A MODEL PLAN FOR PERSONNEL UTILIZATION IN LIBRARIES

Reactor Panel

MR. SINTZ: The objective of Mr. Kennison's paper "A Model Plan for Personnel Utilization in Libraries" is a worthwhile undertaking. Certainly, few public service institutions could fail to benefit from more knowledge of the ideal or "model" approach to personnel utilization. Essentially, all of the significant principles involved in the effective utilization of personnel have been covered. I like to think that most of them are known to library directors but, in all honesty, I would have to concede that this is not always true and, even in cases where the best principles are known and understood, they are not always correctly applied.

This goes directly to the heart of the perennial problem in all aspects of administration, the question of theory vs. practice. There is usually a gap between the model and the practical situation. It is foolish not to recognize this gap and at least to acknowledge its existence. Mr. Kennison states at one point in his talk that in his experience in dealing with budget officials, legislators, etc., one could usually get what was needed with a factual presentation documenting the needs. Most of us who have been in this very situation and have attempted to do this, would be inclined to feel that he was unusually fortunate in the people with whom he dealt. There are situations where economic and political considerations by higher officials will completely invalidate accepted "facts." Some budget, Civil Service officials and the like appear to develop a certain immunity to facts. It is unfortunate that often the same officials who urge us to achieve the level of personnel utilization suggested in Mr. Kennison's model, are simultaneously providing road blocks that impede successful accomplishment. This discrepancy between the theoretical and the practical does not, however, preclude the "model" approach to personnel utilization. There obviously is always a need to know the desired or optimum procedure in any situation and then to fit the ideal to the local mold of reality.

Mr. Kennison has suggested that the first step in his model plan is a "complete re-evaluation of the library, its purposes, the goals to be attained, and the best methods for achieving desired goals." This is a step that few of us would dispute. There may be many libraries that have not, individually, come to grips with this issue of re-evaluation and definition of goals, but certainly as a profession we have been forced to consider where we are going, whom we are serving, or should be serving, and what future objectives should be. In the public library field, this is an issue that has troubled the library for many years and we still lack an acceptable level of agreement within the profession. There are still advocates of the "storehouse" theory of library service who maintain that the library should only gather, organize and make available books, information, and related materials. Others strongly suggest that this is not enough, that "out-reach" should be the key, that the library must go to the people and become more relevant to the needs of today. We have been criticized for our "cafeteria" approach to service, that we try to have something for everyone and these critics apparently feel the library would be better off accepting the fact that we are a middle class institution, that we have beem most effective with this group and we should define this as our objective and go from there. The opposite view sees great masses of alienated non-users as a ripe field worthy of the best efforts of the profession. The future direction of the profession is still unresolved and individual libraries may well set the goals on the basis of their own local situation, but however the issue is decided, there is no doubt that the resolution of it is highly relevant to the organization and staffing of libraries. The differences in approach to staffing for library outreach program (with social worker psychologist types) as compared to traditional services is obvious.

Mr. Kennison's reference to our complacency "our willingness to change the traditional methods of operation" is certainly a familiar charge against all institutions. The era of change is evident on every hand in society today and the pressure is building for social organizations with the capacity of relatively rapid adjustment to known needs. Activity within the American Library Association is evidence of the profession's reaction to pressure for change and few of us would vehemently defend the profession's past history of viability and openess to change.

It appears that there are some predictable areas of change that will have direct impact on the matter of personnel utilization. One is unionization. Libraries, until recently, have had few occasions to deal directly with unions, especially with the professional and white-collar staff. But, this is changing and the future holds the prospect of much more involvement in this direction. Our lack of experience in wage negotiations, contracts, etc., will need to be corrected in a relatively short time and, we hope, prior to the tough, practical world of the negotiating table. In this situation some of our hazy job descriptions and lists of duties will require considerable refining and more precise language.

Another area of change that already has made itself felt in many libraries is technology. If this new world of computers and mechanization is to live up to the predictions for libraries, the requirements for personnel will be directly affected. Not only will different kinds of skills be required in some areas, but also we may begin to emphasize particular qualities in the staff we hire. We hope that the library in the age of automation will remain an institution with strong emphasis on maintaining a point of human contact. All of us have felt the frustration of trying to communicate with machines and it is my belief that those organizations that best retain a personal relationship with their users will survive and flourish. The best possible utilization of personnel will help to insure this.

MR. MATTICE: First I want to say that I have always found librarians delightful people who went far beyond the call of duty. I mean they are very helpful in research that I've ever undertaken, and second I want to say that I think Mr. Kennison did a very fine job in the presentation of his paper. I do disagree with one point which I am going to bring out, and half disagree or inferentially disagree with a second point, but I'm going to save those two things until the last. They say college professors talk either 50 minutes or 90 minutes but I assure you that my remarks will be kept brief. I have seven points and I will utilize no more than seven minutes of your time. As I used to say about Walter Ruether, you ask him what time it is and he tells you how to make a watch.

There are certain things that I think are worth considering as professional librarians. First, in 1876, Engles and LePlay were able to ascertain that an index of a man's well being was the percentage of his income that he found necessary to spend for his food and its preparation. Using that as universal appeal all over the world, the poorest people in the world live in the Kurile Islands off the North coast of Japan, because those poor people have to spend 94 percent of their income to feed their stomachs, and 6 percent doesn't leave you much for clothing and recreation. I would say that as an index of industrial stability and I know a library isn't an industry, but if I could ascertain only one fact, I would look at the labor turnover. If your labor turnover is excessive you've got problems, whether you realize it or not, so I would say turnover should be studied and compared against the state average or the national average. For example, if your state average is 8 percent and yours is running 18 percent, there is something wrong with your supervision, something wrong with your selection. As a criteria of how well you're doing your job, I think percentage turnover is the most significant single factor.

Now the second thing I want to mention is that we all think of the world as a vast multiplicity of that with which we are familiar. That is, I have a docile group of students whose main object is to suit me this quarter and I can estimate -- I've never missed it more than once -- how many knives are being carried. If I have 45 students there will be 3 knives, and they are not to stick anybody, they're to sharpen

pencils or to clean their fingernails. Now in Brooklyn College, where you feel for your wallet they feel for their switchblade. They don't feel that they are going to cut anybody, but walking across Prospect Park they may feel that some hoodlums are going to jump out and attack them and they want protection. You think of a fair fight, to me at least, that you fight with your fists. A fellow that I know, who is now dead, was a great football player at Leon High School, and he got into an argument with a couple of soldiers and he thought they'd go out behind the Blue Line Restaurant and fight, and he thinks you fight with your fists. One of the kids from Brooklyn took a beer bottle, broke off the beer bottle, cut off half of his nose, which surprised him, but his nose never did grow back. I think he should have gone over to Oshner Clinic and had plastic surgery, but he's dead now. But it's awfully easy for us to think that if we have certain morals, say, to attribute to a lower economic group middle class morals is a mistake.

I arbitrated a dispute over in Mobile in which this fellow had four children. He was 24 years old and a Class III Mechanic. His wife had a kidney infection so he says he won't be able to come in unless he can get a baby sitter. Well he called in, he couldn't get a baby sitter, so then he goes across town and arranges for a dinner party for the next Thursday, which seems to me to be very foolish. He comes back and the height of foolishness, he woke his wife up at 10 o'clock and asked her how she was feeling. Let a sleeping dog lie, and that includes wives. Then he goes down to a place which I have never visited, called the Wagon Wheel, which is a real tough place, and he gets into a little altercation, and he takes his deer rifle out of the trunk of the car and he's going to shoot it, so he gets put in jail. Well, the city transit company over there, the fellow in charge of maintenence says, "This is it, he's through." So he had to retreat to Mississippi with his wife and live with his mother-in-law who pointed out every day of his life, I'm sure, to her daughter, what a bum he was. Now the man who fired him knew he was right. The superintendent of transportation, wasn't sure. He says that's why we have arbitration. The vice-president of the company flew up from Tampa, and in accordance with the contract he was not fired correctly. So I reinstated him, gave him his 8 months back pay, because it was spelled out how discipline cases should be handled. Now if you gentlemen did this, your wife would probably either decapitate you or divorce you. But she was there at the hearing, she was 24 years old, she didn't see anything wrong with it. I mean she thought that was standard operational procedure. He had another thing going for him, he had been in the army for 6 months, hadn't gotten in any trouble, had never been arrested before, and the judge put him on probation and he's still working at the company. But the lower level of management has a lower boiling point. The superintendent of transportation was familiar with the contract and he knew that it might be 50-50, but I would have to attribute middle class morals to this fellow who would never get a better job and would have an awfully hard time getting any job at all. But the vice-president of the company knew that unless I was oompletely stupid I would inevitably reinstate him, which I did, because the contract is the controlling instrument.

You don't interject your own thoughts. You look, and those contracts run anywhere from 40 to 200 pages of fine print, and every comma means something. So I think you get over the idea that the world is a vast multiplicity of that with which we are familiar; we do things in a certain way, other people do things in a different way. I don't think it's a question of anyone thinking he's better than anyone else, but if you reflect on your social life wherever you live in the state of Florida or Alabama or wherever, you have a tendency to gravitate toward people who make $3,000 to $5,000 annually more or less. Locally some people are running around with multimillionaires in the north end of Leon County plantations, and the disease is known as "plantation fever." I can't afford to reciprocate. I know some of the multimillionaires personally and they are the most lonely people in the world; they'd like to associate with the university people. The university people have neither the energy, the time, nor the money, and the politicians say, "Well, the guy votes in Massachusetts or New York, if he will contribute a couple of thousand dollars to the campaign, well and good, but as far as cultivating him socially, that is the height of futility."

The third point is societal loss. Unless a man is working at his highest capability, society in the aggregate loses. It's like having Dr. DeBakey treat the common cold, which would be poor utilization. Dr. DeBakey is skilled because he has done some fairly successful heart transplants. A man should not be doing jobs and this applies in any industry, or any library, that could successfully be done by less competent people. In other words, if you've got a dumb job, get a dumb person to do it, and fortunately we have plenty of dumb people. If one of your old college classmates domes by and says, "I need a job, my kids have runny noses," and the only job you have open is a freight elevator, don't give it to him because the first half a day and then the next day he'll be trying to run it through the roof or drop it three floors to the basement, so you get a high grade moron, a smiling placid sort of fellow, and you say, "You know how much this freight elevator costs?" "No." He doesn't know anything. "It costs $24,000 and you are the king, and when it's loaded you pull down the gate. If I punch a button or the president of the company punches a button, if the freight elevator is loaded, they will either have to wait until you come back or walk." When he gets that through his skull he is well adjusted. He'll stay with you eight, ten, fifteen, or twenty years. Now any turnover is unsettling. When they punch a button on the second floor they want to see Eddie's smiling, vacuous, stupid face. They don't want to see one of your old college classmates, then two weeks later see somebody else. Any turnover makes everybody feel uneasy. So if you have a job unpacking crates, I wouldn't pay any attention to their scholastic qualifications. The guy went through the fourth grade but he knows how to unpack a wooden crate and put the books on the thing and push them to wherever they're supposed to be. He's happy, and you won't have the turnover. Absence of turnover makes for satisfaction of all the people, really. Everybody is well pleased with the absence of turnover.

Now, the fifth thing is, you have rules. If you have a reason, unless it's confidential, tell the people why. A lot of people say, "I'm the boss. No smoking inside just because I say so." He can get by with it, but he's a dictatorial czar. Well now, if you're working with Olin, that makes powder down in St. Marks, and they say "wear safety shoes and don't smoke because a spark from the nail may blow the whole thing up and kill you all." You don't have any problem because his fellow workers will unconsciously look and see if he has on safety shoes with wooden pegs, and he's not tempted to smoke because he doesn't want to die either. A lot of times there's failure of communication. For example, over in Burnside, Louisiana, a million dollar machine shop, they were taking machinery off a boat in New Orleans and working on it. The stuff of American manufacturers, for which they had blue prints, they were subcontracting out. The machines of foreign manufacture, with metric measurements, they did within the shop. Now it would have been a very simple matter for the machine shop manager to explain why they were sending the American machines out. He failed to do that, so they filed a grievance and carried it to arbitration and it cost them several thousand dollars. But they weren't losing any overtime. They didn't realize that when this truck came in 80 miles away, they just thought they were indiscriminately taking this machinery out, and if the manager of the machine shop had said, "No, we're only sending machines out for subcontracting that we have the American blueprints for and they can do it, but you men are better because you're working in metric measurements, and that's why we do that work here," they would have been very well pleased. I think it's a lack of communications, and I don't think there's anything that's a secret that more than one person knows. If two people know it it isn't a secret. So if you've got a rule you ought to have a reason, and if you've got a reason, tell the people. If you don't have a reason, knock out the rule; there isn't any sense to have it, and it's a new rule now that a man cannot be held responsible for a rule with which he's not familiar, so you can't have 189 shop rules printed in fine print. Reduce them to six or eight, and you've got to tell him and retell him six months later, and retell him another six months later, because the National Labor Relations Board has ruled that if he doesn't know the rule and he breaks it, it's your fault.

You're going to experience more and more challenge to administrative decisions. Here's a point where I begin to depart from Mr. Kennison, and I don't say I'm right. Unionization will come to the white collar classes simply because people want the things as a right rather than paternalism. You can keep out a union for five to eight years by paying a little bit more than the union scale in textiles or anything else, truck lines, but sooner or later the other employers put pressure on the organizers to organize that. In other words in North Carolina they'll have maybe fifteen textile mills in the valley; one will pay 3¢ an hour more than the unions get consistently. That's to keep out a union. But sooner or later, you're just fighting a delaying action, and the time slice favors the union organizer. If you don't get results in business you're replaced after two or three years. You can explain one bad year, and if you're very convincing, possibly two, but

you show red ink three years, and the board of directors says, "We want your report," and you say, "Well, we won the soft ball league and the ladies bowling league." "That's all very interesting, but how much money did we make?" "Well, we lost $55,000." They'll say, "Well, this isn't a recreational organization. I don't care if the people are happy or smiling, nudging each other and joking." I do think that it is inevitable, and I may be in a minority position here, that the unions have about saturated the industrial world. They will now go to the white collar world or face ultimate stagnation. But the old people-pounding, big, burly, bump-their-head-against-the-wall type organizer is passé. Now you're going to have people from the screen actors guild, or the newspaper guild or the actors equity when they're not on location, come down and explain to your people. You get a movie star, and he says, "I belonged to a union for fifteen years; Actors Equity has served us well." He'll make serious inroads on you and I am of the considered opinion, and this is not a fact, but I think that within ten years all banks, all bank employees, will be organized. I believe all libraries will be organized and the thing to do is to prepare how to negotiate it; and if you're going to lose, lose gracefully. Don't lose bitterly. But I'll tell you this. Under the rules of the National Labor Relations Board, with a 30 percent card count they can demand election, but any professional organization will tell you that the company or the administration can always delete 15 percent and they won't demand elections until they get at least 80 percent. And then they figure to lose 15, and still win. I'm not familiar with the percentage that can demand election in a court of law. So that's the thing with which I am in partial disagreement, perhaps, although I'm not in complete disagreement by any manner or means.

Now the seventh and last point is this: employees evaluation systems. When I was 25 years younger and the milk of human kindness had not curdled, I used to believe that they ought to go over the employee rating system with the employee. Then I was a consultant for 10 years for the Florida Industrial Commission, and it ended up that they had an average of 93.5, which meant nothing. I mean it was a mutual admiration society. But if you gave a girl that dragged in late, a marginal rating like unsatisfactory, she'd call her uncle who was a state senator from Bonifay, he'd call the Governor, the Governor would call the Chairman of the Industrial Commission who'd call the department, "Why are you picking on this girl?" And you say, "Wait a minute, take another look." So, if you have to go over the employee rating with the individual it's worthless, in my opinion. Now, no matter how sorry a person is you can find one thing that you like about their work, so call them in and say, "I particularly like the way you do this, but . . .", and then you've got to lay it on the line in a way that they'll never forget it, but you haven't put it in writing and it's a whole lot more satisfactory procedure. Now I believe in employee evaluation but I don't believe in going over the rating with the employee; I think there is much more to be lost than to be gained. These are things that will perhaps plague you in the future and I just tossed them out as a supplement to Mr. Kennison's excellent presentation of the situation as it is today.

DR. WALDBY: I agree with most of the remarks made by Mr. Kennison. Proper utilization of personnel has had a low priority in the objectives of most public administrators including those in libraries.

In past years in state government, we were able to have an informal state personnel system without too many regulations and procedures. The personnel system was somewhat similar to that practiced by the proprietor of a small business. Now, because of the growth of population in the state, the increased activities of government, the number of state employees has grown tremendously. We have found that it has been essential to establish a more formal personnel system. Regulations and procedures have been established. Duties and responsibilities of all positions have been specified. The coordination and control of personnel recruitment, position classification and pay policy have been placed in a central personnel agency. These steps were necessary but with them have come relatively rigid procedures, a strong feeling of impersonality, and in some cases an attitude that conformance to proper procedures was the goal or objective of personnel administration. The operating heads of various divisions, such as in the university system, have had feelings of frustration and futility as they and their subordinates struggled with the personnel procedures. They felt that they no longer had full control and responsibility for their operations and their employees.

I try to convince myself that we are going through a transition period in Florida state government. A central personnel office perhaps must centralize before it can decentralize. The central office must first secure control over personnel policies and procedures, take an inventory of personnel and policies, and establish a personnel program applicable to all state agencies. This formidable and complex task has been in process for the past three years. The primary need now is for the central agency to delegate responsibilities and functions but maintain checks by periodic spot personnel audits.

My primary thesis is that if we are to have proper utilization of personnel, the control of personnel cannot be far from operating officials who have the responsibility for administering programs. The employee should have a loyalty and a feeling for his work unit.

Mr. Kennison has made other points on which I would place a different emphasis. He has placed considerable emphasis on division or specialization of work. He would agree that the specialization should not extend to the point that the administration of a library becomes a mass production line with a large number of minute but specialized tasks. The employee must have a feeling that he is accomplishing something worthwhile.

Mr. Kennison states that his experiences in dealing with legislators, budget officials and other administrators is that a person can secure whatever is needed if he is factual and forthright in the documentation of his request. The submission of sufficient

facts is extremely important but my experience has been that even this is not sufficient. In cases involving financing, the justification was accepted but the money was just not available. In personnel matters, the statement is accurate but there has been a lengthy time lag in the process.

I agree and endorse completely his statements on inservice training. We must expand the training for current employees.

Mr. Kennison has presented the virtues of an effective performance evaluation system. Unfortunately many supervisors are not administering the program properly or do not really believe in the program. The result has been that it is viewed by many supervisors as merely another paper requirement with which they must comply.

My major point is that to properly utilize personnel, the personnel office must be a service agency rather than a control agency. It may be necessary to go through a control stage before placing the emphasis on service. However, at the current time, we are using the policeman approach and I am very anxious to proceed to the service approach. I know that Mr. Kennison and I are in agreement on this important point.